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ABSTRACT

This hearing commemorates the 25th anniversary of the passage of the Elementary and Secondary Education Act (ESEA), and more specifically of Title I of the Act, later continued through Chapter 1 of the Education Consolidation and Improvement Act (ECIA). This legislation mandated Federal aid for the compensatory education of educationally disadvantaged children. This publication includes the statements and testimony of 15 legislators, administrators, teachers, parents, and students on their involvement and experiences with Title I/Chapter 1 programs. Key elements of the hearing include the following: (1) history and ramifications of ESEA; (2) accounts of the development and implementation of compensatory education programs; (3) discussion of Federal intervention and the evolving Federal role in elementary and secondary education; (4) reporting on the relationship between Title I and other government-sponsored education programs; (5) discussion of political influences on the legislation mandating Chapter 1 programs; (6) review of accomplishments of compensatory education initiatives and of remaining obstacles and problems; (7) identification of the need for further legislative action; (8) descriptions of specific successful programs and program features; (9) personal narratives of school administrators and teachers; and (10) personal narratives of students and parents. The publication includes nine prepared statements, letters, and supplemental materials. (AF)

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ESEA 25TH ANNIVERSARY HEARING

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HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, DC, OCTOBER 2, 1990

Serial No. 101-126

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ESEA 25TH ANNIVERSARY HEARING

TUESDAY, OCTOBER 2, 1990

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY, AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The committee met, pursuant to notice, at 9:13 a.m., in Room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Hawkins, Hayes, Unsoeld, Payne, Williams, Martinez, Sawyer, and Goodling.

Staff present: John F. Jennings, counsel; Gail W. Perry, legislative associate; and Jo-Marie St. Martin, education counsel.

Chairman HAWKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is called to order.

Ladies and gentlemen, this morning, on the 25th anniversary of the Elementary and Secondary Education Act, we have invited a number of witnesses who, in some way, had some influence on that historic occasion 25 years ago.

The Chair will forego a formal statement for the record, but may I, in the opening of the hearing, simply indicate that after 56 years in public life, I have been asked recently by many individuals what did I consider my greatest triumph and my worst defeat, or the thing that I regretted the most.

I have, without exception, indicated that my participation in those programs that helped children in the early stages of their lives. I can certainly say that is, indeed, something that most of us do pride ourselves on, including the Elementary and Secondary Education Act, child care, and installing such programs.

But it is wonderful to see after the 25 years those individuals who, in some way, have benefitted from these programs, and to see their lives changed as a result. It's been wonderful to reminisce a little bit but also to use such reflection to guide us into the future.

The future does not always appear to be as rosy as we would want it to be. But this morning, I certainly wanted to commend all of you who are seated in front of me in the hearing room for what you've done to carry on, in this great span of time, what we envisioned. I am personally delighted to have some of my old friends with us today.

Mr. Albert Quie who, at one time, sat on this side of the room rather than facing us; and, also Charles Radcliffe, who was one of the great staffers that we had in the early days. I think that it's obvious this morning that the issue before us is not partisan; it's

not even political in a loose sense of the use of the word "politics"; it is something that has motivated all of us.

And certainly, we want to thank you, and particularly the witnesses. Ruby Martin worked in those early days; I won't say how long ago. Jule Sugarman was always helpful, and John Hughes has continued his participation.

Does any member wish to add anything at this time? Mr. Hayes?

Mr. HAYES. I hadn't intended, Mr. Chairman, to say anything but your opening remarks have moved me to express my appreciation for having an opportunity to join with you, not only in this hearing this morning, but to work with you as Chairman of the Education and Labor Committee.

And I thought I should say to this audience that which many of them, I guess, already know, that you have been one of the most persistent, and one who could be counted on in the legislative arena to stand up and fight for educational opportunities for all in this great nation of ours. And suffice it to say you'll be missed, but you have certainly left your footprints in the sand of time in the field of education and labor.

I have been here only eight years, but I've really enjoyed it, and I've been delighted working with you. Thank you.

Chairman HAWKINS. Thank you. Thanks for your very generous remarks.

We have seated at the witness table the Honorable Albert H. Quie, former governor of Minnesota, former Member of the U.S. House of Representatives, and a former Member of the Education and Labor Committee. I think that says a lot.

Mrs. Ruby Martin, secretary of administration for Governor Wilder; Mr. Jule Sugarman, executive director, Special Olympics, International; Mr. John Hughes, the former director of Chapter 1, U.S. Department of Education; and, Mr. Charles Radcliffe, former minority staff director for the Committee of Education and Labor.

Al, we'll start out with you. Again, it's wonderful to see you. You're looking very well. Apparently, there's life after Congress.

[Laughter.]

STATEMENTS OF ALBERT H. QUIE, FORMER GOVERNOR OF MINNESOTA, FORMER MEMBER, U.S. HOUSE OF REPRESENTATIVES; RUBY MARTIN, SECRETARY OF ADMINISTRATION, GOVERNOR WILDER; JULE SUGARMAN, EXECUTIVE DIRECTOR, SPECIAL OLYMPICS, INTERNATIONAL; JOHN HUGHES, FORMER DIRECTOR OF CHAPTER 1, U.S. DEPARTMENT OF EDUCATION; AND CHARLES RADCLIFFE, FORMER MINORITY STAFF DIRECTOR, COMMITTEE ON EDUCATION AND LABOR

Mr. QUIE. Well, listen, Mr. Chairman. There's life after Congress. In fact, it's a wonderful life after that. You notice all your colleagues, when they come back again, after 10 years off, they look 10 years younger than before.

First, let me say how much I appreciate you, Mr. Chairman, and as Mr. Hayes has indicated, how you have devoted yourself to the work and help of children. I feel, as you do, that when anybody wants to look at what I feel the greatest about, it's where young

people are in their education because of what one does in the legislative halls.

I've gone back in the history on the Elementary and Secondary Education Act, 1965. Republicans had little or no input into the development of this legislation, and the credit has to go to President Johnson and his staff, who brought together diverse groups who had such enmity against each other, and how public and private came together in agreement, made a commitment for unity to each other that we hadn't seen before.

In fact, we Republicans even tried to shake it a little bit so you wouldn't get too much credit on the Democratic side for passing this great legislation.

But I think what it did was to give a new day of hope for the improvement of education in our public schools. And now, people who are interested and have developed ideas on remedial education, there would be funding to enable them to do what they had planned to do before. So we embarked on a new program with this.

I'll never forget going back to my Congressional district after this law was enacted. The education people in Rochester, Minnesota had invited me to come and talk about the new law, and attending were both public and private school educators. They were getting along so famously, I figured they must have been meeting together before. And I asked, "How often do you get together?" They said, "This is the first time we ever met together."

That's another thing about the Act. From that time on, public and private—church-related as well—educators began communicating with each other, and, I believe, have continued to this day, and this legislation can take credit for that.

Let me share another word about my own political party. While we had nothing to do with this enactment—that was done in the white House—from that time on—Republicans before that had pretty strongly opposed any Federal aid to elementary and secondary education. I remember that Robert Calf had been an author of that when he was in the Senate.

However, that has rightly changed. The majority continue now to support this legislation. And so it was an education for Republicans, as well, to have this enacted.

So this benchmark legislation has now seen school facilities dramatically improved. The former chairman of this committee said that he had some schools in Kentucky you could throw a dog through the cracks. I'll never forget that. There aren't any schools like that left in Kentucky. They have all been improved.

Educationally disadvantaged children, especially in the early grades, now are receiving remedial intervention.

We are aware now, as never before, of the need for parental involvement in a child's education, and there is a new national perspective on education that continues. It also gave Congress the incentive to go further with subsequent legislation for the handicapped, for the learning-disabled, for Indians, and for vocationally-motivated students.

Sad to say, however, this legislation did not solve all of our problems. I was honored to be a member of the National Commission on Excellence in Education, which gave it's report in 1983, and the report, "A Nation at Risk," has continued to be in the forefront of

people looking at our educational system and knowing that it's in dire trouble.

We know how difficult it is to figure out outputs and how students are doing. SAT scores dropped continuously until around 1979 or 1980, and they have been rocking along at that level since that time. From educational research, we see such things as that only 42 percent of 17-year-olds read at an adept range. And the NCES book on the condition of education in the 1990s says, "scores (in writing) of 17-year-olds caused the greatest concern because, on average, students about to enter postsecondary education or the workplace were unable to produce adequate writing samples."

Well, you heard all those figures, and know about that. But I'd like to just ask that rhetorical question, "Has this landmark piece of legislation been worth the money and the energy?" I believe it has, and I want to look at just one part of the result, because it's hard to figure out on the outcome to what good it has done.

However, there is such a high percentage of black students, who are from low income families and, therefore, have been counted. And the black dropout rates have dramatically declined in the 25 years. Dropout rates among blacks are about the same as whites now, and in 1965, only 50 percent of black students completed high school.

But even more significant, in three different studies that I've seen, black students that stay in school and finish high school have a lower incidence of alcohol abuse and drug abuse than white students who stay in high school. That indicates to me that there has been a significant improvement because of this legislation.

Before I close, I want to make a few comments on the future, because I still look at the future, at what's going to happen. I have to say that the Congress is out of business to solve any further problems on American education, because the Federal Government is in debt beyond my wildest hallucinations when I was in Congress.

I recall when we were concerned about a $100 billion Federal budget 25 years ago. And we had not even thought of a trillion dollar debt, and three-and-a-half trillion dollars was beyond our capacity to think. That's where we are right now.

But I also want to say that one of the biggest problems in education is not the fault of even the education system. I believe when you bore right down to who has the greatest fault, are the fathers—the father of the child.

So many fathers leave before the child is born. And then a large group leave before the child starts school. And another group leave before the child finishes school. And of those who remain, there aren't many who are involved in their children's education to where they see that they do their homework, and see that the TV is limited, that read to their child, and ask their child who their congressperson is.

That's the parents' task to do that and to go and talk to their teachers. I remember that, because that's what my dad—when I was going to first grade, he would quiz me so I would know who the United States Senators from Minnesota and our Congressman was. At that time, I figured, you know, why is he bothering with that for, but I know what he was trying to do for me.

Then the fathers who are at home are so busy with their work and so involved with other activities with other people besides their children, so that I see that's where the biggest failure exists. And before we point at anybody else, we, who are fathers, have been fathers, ought to assume that responsibility.

I'm glad the Governor has joined with President Bush in setting goals for the year 2000, because I think it's in the state that we have some chance of getting some new money, and that's where most of the responsibility lies.

But if we're going to meet those goals, I just want to point out six changes that I think need to occur: One is increased parental involvement, and some states are moving towards that with parental and student choice.

Smaller schools: we've got to move away from factory schools, especially in the elementary grades, because you won't have the parent participation or the student achievement in the large schools. This has been proven.

The third is smaller classes. Achievement levels go up dramatically when the classes are under 15, and the teachers have learned how to teach in a smaller class.

And better teachers. When one looks at the scholastic capability of those who are going into the teaching profession, I groan at where we're going to go. We need to adequately induce the people who have the capabilities to go into the teaching profession and show them respect. And that can only occur, I believe, with increased and improved remuneration for teachers.

The fifth one is that there be greater autonomy. We've gone to more and more supervisory staff, and I believe the movement to site management and the teachers making the decisions as the professionals is the direction we need to go.

And the last one is to set higher standards, and here the higher education institutions need to help to set the standards so the students know they have to meet those standards. No matter who the students are, if you give them a standard to achieve, we've proved time and again, that they'll work hard to achieve those higher standards.

So those are my comments, Mr. Chairman. I thank you for the opportunity to come back here 25 years later and talk.

[The prepared statement of Hon. Albert H. Quie follows:]

TESTIMONY OF THE HONORABLE ALBERT H. QUIE
FORMER GOVERNOR OF MINNESOTA
FORMER MEMBER, U.S. HOUSE OF REPRESENTATIVES

HEARING ON ESEA 25th ANNIVERSARY

SUBCOMMITTEE ON ELEMENTARY,
SECONDARY AND VOCATIONAL EDUCATION
October 2, 1990

In 1965 when the Elementary and Secondary Education Act was enacted, Republicans had little or no input into its development. The legislation was developed by the White House with the help of representatives from a coalition of education groups both public and private. There was probably more unity commitment between previously antagonistic education groups during the legislation process through both Houses of Congress than any other time. Great credit must be given to President Johnson and his staff.

This legislation was a new day of hope for improvement of education in the public schools, assistance where possible to private schools, and an entitlement to the revenue collected by the federal government. Especially hopeful were those who worked in districts where a concentration of children from low income families were attending school. Remedial education could come into its own. Ideas could be tried where not possible before because of inadequate funding.

I'll never forget going back to my Congressional district to talk about the new act to educators in Rochester, Minnesota. Both public and parochial teachers and administrators were present, they got along extremely well. So, well, I asked them how often they got together, they replied "never before". The Elementary and Secondary Education Act brought diverse groups together even today there is still much better communication than ever before.

One word more about my political party. Prior to 1965 Republicans were either wary or opposed to federal aid to Elementary and Secondary education. Since then large numbers have changed their views and support extension of the successor legislation. It was a benchmark year for us as well for education. Because of this legislation:

1. School facilities have been improved.

2. Educationally disadvantaged children, especially in the early grades have received remedial intervention.

3. We became aware of the need for parental involvement in a childs education.

4. A new national perspective on education began developing.

It gave Congress the incentive to pass far reaching legislation to educate the handicapped, learning disabled, Indians and vocationally motivated students.

Sad to say, however, their legislation did not solve the continued problem of inadequate education to meet vast numbers of students needs to be competitive in todays world. Eighteen years later in 1983 the National Commission on Excellence in Education issued its report "A Nation at Risk". Since then other similar reports have been made. Our nations education system was in dire trouble.

We knew a great deal about inputs but informing our citizens about outcomes was very inadequate. We knew about SAT scores for college bound seniors. SAT verbal scores dropped from 466 in 1966 to 424 in 1980, fewer years later they were only at 430. Math scores in SAT dropped from 492 to 466 in the same years and only raised to 476 in 1987, the last year for which I have seen figures. In a study conducted in 1988 American students ranked dead last in mathematics among six developed countries, a higher percentage of students are below grade level. Only 42 percent of 17 year olds read in the adept range. The NCES book "The Condition of Education 1990" for Elementary and Secondary Education says "the scores (in writing) of the 17 year-olds cause the greatest concern because, on average, students about to enter postsecondary education or the workplace were unable to produce adequate writing samples".

One could go on but you have all seen the figures and heard the concern. But one could also ask the question "has this landmark piece of legislation been worth the money and energy?" Well, I for one believe it has. It is difficult to separate out those who have been included in Chapter One programs but the best I can do is to look at the outcomes for Black students. A much higher percentage of Black students come from low income families and therefore would more likely attend schools receiving Chapter One funds. Black dropout rates have dramatically declined in the last 25 years. They complete 12-years of school at practically the same rate as White students. In 1965 only about 50-percent completed. Both Black reading performance and writing performance has improved substantially.

Also, I have seen studies which show that for Black students who stay in school through high school have a lower incidence of alcohol and drug use than White students.

Therefore, I believe the intervention of these programs have been worthwhile even though prevention is difficult to enumerate.

Before closing, I'd like to make a few comments about the future. I think you are out of business to solve the problems of American education. The federal government is in debt beyond my wildest hallucinations while I was in Congress. We were concerned about a 100 billion dollar federal budget 25-years ago. We had not even thought of a trillion dollar debt at that time. Three and a half trillion was beyond our capacity to think.

Another reason is that the biggest problems in education are not the fault of the education system. It is the family. In fact, I'll zero it down even further. It is the father of the child. In too many cases the father left before the child was born. Others left during the school years. Still others left during the school years. Of those who remain, too many do not become involved in their childs education, seeing to it that they do their homework, see that TV is limited, read to their child, ask them who their Congress person is, talk with their teachers. Many of the fathers are too busy with work or involved in other activities with other people besides their children. I know there are others who have failed, but fathers need to quit being the biggest failure.

I am glad all the Governors joined with President Bush to set goals for the year 2000. I it is in the States that some money can be found and it is still in the States where most of the responsibility lies.

In order to meet the goals laid out at the summit at Charlottesville, Virginia I believe some radical changes need to be made in the education system:

1. Increased parental involvement, that is why some states are moving to parental and student choice.

2. Smaller schools. We continue to build factory schools but both parent participation and student achievement is greater in elementary school when they are small and in the neighborhood.

3. Smaller classes. Achievement levels go up dramatically when classes are under 15 and teachers have learned how to teach a smaller class.

4. Better teachers. By and large the most capable college students are not going into teaching. Pay scales need to improve and respect for teachers increase so the best will be attracted.

5. Teacher autonomy. The increase in supervisory and management staff has not improved education. School districts could better go the other way and permit site management of schools and greater teacher decision making.

6. Higher standards. Institutions of Higher Learning need to assist by letting elementary and secondary schools know what a student must have achieved in order to

Chairman HAWKINS. Very good. As usual, very practical. You get into the real essence of what it's all about, always a great quality you had. We miss it on this committee.

The next witness is Mrs. Ruby Martin, Secretary of Administration for Governor Wilder. Ruby, it's nice to have you here. It really is.

Ms. MARTIN. Thank you, Mr. Chairman, and members of the committee. I'm delighted to be here this morning. And what a thrill it is for me to be invited to participate in this 25th anniversary of Chapter 1—Title I, if you're my age. And if I end up saying it, you'll understand where I'm coming from.

This morning, behind me is Charles Conyers, who is the director of Special and Compensatory Programs, Department of Education for the Commonwealth of Virginia. Mr. Conyers has agreed to answer any technical questions about Virginia that you may have. I readily admit that I can't do that.

As I was preparing for this morning, an old song—I can't even remember who the woman who sang it is—but an old song kept coming through my mind, and the song is "What a Difference a Day Makes." If I had to sum up in one sentence the totality of the 25 years of Title I, it would be that we've come a long way. We have a long way to go, but what a difference a day makes.

Let me begin my presentation with some quotes from a document that is very important to me.

"In 1965, Congress passed the Elementary and Secondary Education Act, the most far-reaching and significant educational legislation in the history of this country.

"For the first time, the Federal Government recognized the necessity of providing Federal aid to elementary and secondary schools. For the first time, the special needs of poor children were recognized and effective ameliorative action promised through special assistance to school systems with hard concentrations of low income children.

"Our hope that the Nation would finally begin to rectify the injustices and inequities which poor children suffer from being deprived of an equal educational opportunity have been sorely disappointed. Millions of dollars appropriated by the Congress to help educationally deprived children have been wasted, diverted, or otherwise misused by state and local school authorities.

"The kinds of programs carried out with Federal funds appropriated to raise the educational levels of these children are such that many parents of poor children feel that Title I is only another promise unfulfilled, another law which is being violated daily in the most flagrant manner, without fear of reprisal.

"We have found that in school systems across the country, Title I has not reached eligible children in many instances, has not concentrated on those most in need so that there is reasonable promise of success, has purchased hardware at the expense of instructional programs, has not been used to meet the most serious educational needs of school children, and has not been used in a manner that involved parents and communities in carrying out Title I projects.

"Moreover, we find the intended beneficiary to Title I, poor children, are being denied the benefits of the Act because of improper and illegal use of Title I funds. Many Title I programs are poorly

planned and executed so that the needs of educationally deprived children are not met. In many instances, there are no Title I programs to meet the needs of these children.

"State departments of education, which have the majority of the responsibility for operating the programs and approving Title I project applications, have not lived up to their legal responsibility to administer the program in conformity with the law and the intent of Congress.

"The United States Office of Education, which has overall responsibility for administering the Act, is reluctant and timid in its administration of Title I, and abdicates to the states its responsibility for enforcing the law. And poor people and representatives of community organizations are excluded from the planning and design of Title I programs.

"In many poor communities, parents of Title I eligible children know nothing about Title I. In some communities, school systems refuse to provide information about the Title I programs to local residents. We found that although Title I is not general aid to education, but categorical aid to children from poor families who have educational handicaps, funds appropriated under the Act are being used for general school purposes:

"To initiate systemwide programs, to buy books and supplies for all school children in the system, to pay general overhead and operating expenses, to meet new teacher/faculty contracts which call for higher salaries, to purchase all purpose school facilities, and to equip superintendent offices with paneling, wall-to-wall carpeting and color televisions.

"Though Title I funds are supplementary to regular money, there are numerous cases where regular classroom teachers, teacher aides, librarians, and janitors are paid solely from Title I funds. New school construction and equipment, mobile classrooms, and regular teacher construction and equipment are common costs charged with Title I funds.' And I could go on and on and on.

Mr. Chairman, what a difference a day makes.

Those quotes are from a report that I coauthored in the winter of 1969. The report is entitled "Title I of ESEA, Is It Helping Poor Children?" And when I wrote this report in collaboration with Phyllis McClure of the NAACP Legal Defense Fund, I was a staff attorney with what is now the Children's Defense Fund.

Now, Mr. Chairman, I appear before you today, 21 years later, as a member of the cabinet of the Governor of Virginia, a state, which in preparing this report, we didn't even try to get information from, because we knew of the history of that state, of the recalcitrance of that state, the massive resistance of that state to any Federal efforts to improve the lot of poor children in families.

What a difference a day makes.

Mr. Chairman, not in my wildest dreams could I have imagined 21 years ago that I would be appearing before this subcommittee working for any southern governor in any capacity, nor did I think I would be accompanied by the director of Virginia's Title I program, who was also a black man, like I'm a black woman. I did not know that I would appear before you today extolling the virtues of a program that I once called "a hoax and another cruel joke on

black children," a program that I was almost convinced 21 years ago could not be fixed and ought to be dismantled.

Now, while Title I is not perfect, it continues to be worked on and it continues to be fixed, and there is no question in my mind that the person most responsible for helping to get it fixed and helping to get it working is you, Mr. Chairman. You have been single-minded and dogged in your efforts to give poor children and minorities in this country the leg up that they need to catch up.

And while I do not purport to know everything that's going on in the rest of the country—I don't even purport to know everything that's going on in virginia—Virginia has prepared a report that is going to be in celebration of the 25th anniversary of Title I. And while the report is not yet off the press, one advantage of being in the Governor's cabinet is that you can sometimes get copies of things that aren't yet public.

Mr. Conyers was kind enough to share a copy of this report with me, and I've asked him if he would share a copy of the report with the committee when it's ready. Let me quote just a few things from that report that is yet to be released.

"The Chapter 1/Title I program in Virginia for 1990. The programs are very different from the Title I/Chapter 1 programs of 1965. They are more focused. Policy makers, parents, and coordinators are more knowledgeable about the ingredients required for a successful program, and program effectiveness can now be documented with hard data.

"Title I/Chapter 1 program coordinators have learned that certain activities are essential ingredients for success. These ingredients include active parent participation—" the absence of which I quarrelled about bitterly in my report. "Careful identification of students and teaching that corresponds to the needs of the individual, early intervention, especially in reading and math, committed, concerned staff members and administrators who coordinate Title I/Chapter 1, and regular classroom services for the good of the students.

"A consistent review of program success that is reflected in program revision and adjustments is needed. As we move into the future of Title I/Chapter 1, the entire educational community, as well as Chapter 1 staff members, must confront many serious challenges. Programs must be developed that will address the needs of students whose academic problems are just one symptom of a life in turmoil.

"Prepare students for life in the 21st Century, a future that is almost impossible to predict, requiring skills that are far different from those included in most remedial curricula. Maintain enough staff members to meet the needs of children during a period of declining work force and fewer teachers.

"Involve parents in a meaningful way, as partners in the education of their preschool and school children.

"Twenty-five years is the silver anniversary, a time to celebrate our success and affirm our conviction that given the appropriate assistance, every child can succeed in school, and every child can become a productive, valued citizen."

What a difference a day makes.

In the first year of the program, 1965-66, Virginia received $20.8 million in Title I. Over the 25-year period, funding has increased almost 400 percent from the first year, although it's not enough, and in the 1989 school year Virginia received over $80 million in Chapter 1/Title I funds.

Again, that is not enough. I think it ought to be $180 million, and I'm willing to give up at least one B1 bomber to see that that happens.

Mr. Chairman and members of the subcommittee, I like to think that this little report that I held up contributed to where we are now 25 years later in some kind of way, large or small. I compliment you for holding this hearing to celebrate the 25th anniversary of Chapter 1/Title I, and I hope that many of you will be around to celebrate the golden anniversary of this same legislation, because I think as long as there are poor people, we will need Title I. As long as there are disadvantaged children, we will need Title I.

With the subcommittee's permission, I would like to close with a point of personal privilege. I would like to ask them to allow me to lend my voice to the poorest of voices saying, "Thank you," to my good friend, Congressman Hawkins. And Mr. Hawkins, I'll just remind you of one incident. I appeared before you about 25 years ago with a group of young people who were from the South, who were involved in school desegregation. The night before that hearing, as you may recall, I invited you to my home for supper to give you an opportunity to meet those young people so that they would not be quite so intimidated when they appeared in these august halls.

I told the young people that I had a distinguished black Congressman coming to meet them and to put them at ease. And I can never forget the young man who called me over to a corner of my house after you arrived, and said, "You played another game on me, Ms. Martin. I thought you said it was a black Congressman." [Laughter.]

Mr. Hawkins, I thank you for being so steady, and steadfast, and staunch in your support of legislation to help all Americans to be excellent and to be achievers. I thank you because America is a better place because you have walked the halls of this Congress.

On behalf of poor people, children, old people, young people, the disadvantaged, those without hope, and those without representation, we will miss you, but your legacy will be a part of the fabric of this nation as long as we are a democracy. I wish you well wherever you go, and I hope to see you in November in Atlanta. Thank you.

[The prepared statement of Ruby Martin follows:]

STATEMENT OF RUBY G. MARTIN
SECRETARY OF ADMINISTRATION, COMMONWEALTH OF VIRGINIA

BEFORE THE HOUSE SUBCOMMITTEE ON
ELEMENTARY/SECONDARY and VOCATIONAL EDUCATION

OCTOBER 2, 1990

Mr. Chairman and members of the Subcommittee, I am delighted to be with you this morning. What a thrill for me to be invited to participate in this celebration of the 25th Anniversary of Chapter I, or Title I, if you are my age, of the Elementary and Secondary Education Act.

Accompanying me this morning is Mr. Charles L. Conyers who is the Director of Special and Compensatory Programs in the Department of Education for the Commonwealth of Virginia. Mr. Conyers has agreed to respond to any technical questions the Subcommittee might have and any specific questions about Virginia.

Mr. Chairman and members of the Subcommittee, there is an old song that just kept going through my mind as I prepared for these brief remarks, and the title of the song is "What a Difference a Day Makes."

If I had to sum up in one sentence the totality of the 25 years of Title I, it would be that we have come a long way with a long way to go, but what a difference a day makes.

Let me begin my presentation with some quotes from a document of some importance to me.

> In 1965 Congress passed the Elementary and Secondary Education Act (ESEA), the most far-reaching and significant education legislation in the history of this country. For the first time, the national government recognized the necessity of providing Federal aid to elementary and secondary schools. For the first time, the special needs of poor children were recognized and effective ameliorative action promised through special assistance to school systems with high concentrations of low-income children.
>
> Our hopes that the Nation would finally begin to rectify the injustices and inequities which poor children suffer from being deprived of an equal educational opportunity have been sorely disappointed. Millions of dollars appropriated by the Congress to help educationally deprived children have been wasted, diverted or otherwise misused by State and local school authorities. The kinds of programs carried out with Federal funds appropriated to raise the educational levels of these children are such that many parents of poor children feel that Title I is only another promise unfulfilled, another law which is being violated daily in the most flagrant manner without fear of reprisal.

We have found that in school systems across the country Title I:

has not reached eligible children in many instances;

has not been concentrated on those most in need so that there is reasonable promise of success;

has purchased hardware at the expense of instructional programs;

has not been used to meet the most serious educational needs of school children; and

has not been used in a manner that involves parents and communities in carrying out Title I projects.

Moreover, we find

the intended beneficiaries of Title I - poor children - are being denied the benefits of the Act because of improper and illegal use of Title I funds;

many Title I programs are poorly planned and executed so that the needs of educationally deprived children are not met. In some instances there are no Title I programs to meet the needs of these children;

State departments of education, which have major responsibility for operating the program and approving Title I project applications, have not lived up to their legal responsibility to administer the program in conformity with the law and the intent of Congress;

the United States Office of Education, which has overall responsibility for administering the Act, is reluctant and timid in its administration

of Title I and abdicates to the States its responsibility for enforcing the law; and

poor people and representatives of community organizations are excluded from the planning and design of Title I programs. In many poor communities, the parents of Title I-eligible children know nothing about Title I. In some communities, school officials refuse to provide information about the Title I programs to local residents.

We found that although Title I is not general aid to education but categorical aid for children from poor families who have educational handicaps, funds appropriated under the Act are being used for general school purposes; to initiate system-wide programs; to buy books and supplies for all school children in the system; to pay general overhead and operating expenses; to meet new teacher contracts which call for higher salaries; to purchase all-purpose school facilities; and to equip superintendents' offices with paneling, wall-to-wall carpeting and color televisions.

Though Title I funds are supplemental to regular money, there are numerous cases where regular classroom teachers, teacher aides, librarians, and janitors are paid solely from Title I funds. New school construction and equipment, mobile classrooms, and regular classroom construction and equipment are common costs charged to local Title I budgets which should be paid for out of regular school budgets.

Title I funds are not to supplant other Federal program funds. But the extent to which Title I funds have been used to feed educationally deprived children, to purchase library facilities and books, to provide vocational education for disadvantaged students, raises serious questions as to whether Title I funds are being used to supplant National School Lunch, Child Nutrition Act, Title II ESEA and Vocational Education Act funds.

Title I funds are not for the benefit of non-poverty children, yet teaching personnel, equipment, supplies, and materials purchased with this money are found in some of the most affluent schools where not a single educationally disadvantaged child is enrolled.

And Title I funds are not to equalize racially segregated schools. Yet many Southern school systems which have steadfastly refused to comply with the Constitutional mandate to desegregate use Title I funds to make black schools equal to their white counterparts. These funds are sometimes used to actually frustrate desegregation by providing black children benefits such as free food, medical care, shoes and clothes that are available to them only so long as they remain in an all-black school.

Community involvement in developing plans to utilize Title I funds to raise the level of educationally deprived children is nonexistent in many school systems, although the Federal policies require community participation. Lack of community involvement is undoubtedly one of the reasons why so much misuse of these funds goes practically unnoticed by the public.

We believe that Title I can work if properly funded and administered. By pointing out some of the misuses of Title I funds, we hope this report will provoke private organizations, community people, and Federal, State and local officials to commit themselves to fulfilling a long-needed promise to our Nation's poor children.

What a Difference A Day Makes.

Mr. Chairman and members of the Subcommittee, those quotes are from a report that I co-authored in the Winter of 1969. The report is entitled "Title I of ESEA, Is It Helping Poor Children." When I wrote this report, in collaboration with Phyllis McClure of the

NAACP Legal Defense Fund, I was a staff attorney with what is now the Children's Defense Fund.

I appear before you today, twenty-one years later, as a member of the Cabinet of the Governor of Virginia, a state which, in preparing this report, we did not even try to get information on how Title I was being implemented because we were well aware of the state's history of massive resistance to any Federal effort to improve the lot of poor people of minorities.

What a Difference a Day Makes.

Mr. Chairman, not in my wildest dreams could I have imagined 21 years ago that one day I would be appearing before this Subcommittee as a state of Virginia public official, accompanied by the Director of Virginia's Title I, extolling the virtues of a program that I once called a hoax and another cruel joke on black children--a program that I was almost convinced could not be fixed.

While Title I/Chapter I is not perfect, it continues to be worked on, to be fixed, and, there is no question in my mind that one of the persons most responsible, through the years, for working to fix

Chapter I, and to make it work the way it is supposed to work, is Chairman Hawkins, who has been single minded and dogged in his efforts to give poor children and minority children in this country the leg-up they need to catch-up.

While I do not purport to know what is going on in the rest of the country, I do know that Virginia has prepared a report on Title I/Chapter I outlining what the State is and has been doing over the years. And, while the report is not yet off the press (it will be released sometime later this month), one advantage of being in the Governor's Cabinet is that you can sometimes get copies of things not yet available to the public. Mr. Conyers was kind enough to share with me a copy of galley proofs of the report which commemorates the 25th Anniversary of the legislation in Virginia. The report is entitled "Title I/Chapter I--Evidence of Success 1965-1990." I have asked Mr. Conyers to be sure that when the report is available, copies are provided to members of this Subcommittee.

Let me just quote briefly from this yet to be released report:

> ...the Title I/Chapter I programs of 1990 are very different from the Title I/Chapter I programs of 1965. They are more focused; policy makers, parents, and coordinators

are more knowledgeable about the ingredients required for a successful program; and program effectiveness can now be documented with hard data. Title I/Chapter I program coordinators have learned that certain activities are essential ingredients for success. These ingredients include:

Active parent participation.

Careful identification of students, and teaching that corresponds to the needs of the individual.

Early intervention--especially in reading and math.

Committed, concerned staff members and administrators who coordinate Title I/Chapter I and regular classroom services for the good of the student.

A conscientious review of program success that is reflected in program revisions and adjustments as needed.

As we move into the future of Title I/Chapter I, the entire educational community, as well as Chapter I staff members, must confront many serious challenges. Programs must be developed that will:

Address the needs of students whose academic problem are just one symptom of a life in turmoil.

Prepare students for life in the 21st century--a future that is almost impossible to predict, requiring skills that are far different from those included in most remedial curricula.

Maintain enough staff members to meet the needs of children during a period of declining work force and fewer teachers.

> involve parents in a meaningful way as partners in the education of their preschool and school-age children.

> Twenty-five years is the silver anniversary, a time to celebrate our success and affirm our conviction that, given the appropriate assistance, every child can succeed in school, and every child can become a productive, valued citizen.

What a Difference a Day Makes.

In the first year of the program, 1965-66, Virginia received $20.8 million. Over the 25 year period, funding has increased almost 400 percent from the first year. In the 1989-90 school year, Virginia received over $80 million dollars in Title I/Chapter I funds. In commenting on the funds that have been made available, the unpublished manuscript states:

> Over the past 25 years, students enrolled in Title I/Chapter I Programs have improved their reading and math skills and, as a result, have become more successful in school.

Mr. Chairman and members of the Subcommittee, I like to think that this little report contributed to the corrections and changes that have been made to strengthen this important Federal commitment to equality.

Mr. Chairman and members of the Subcommittee, I compliment you for holding this hearing to celebrate the Silver Anniversary of Title I/Chapter I. With the Subcommittee's permission, I would like to close with a point of personal privilege. I ask you to allow me to lend my voice to the chorus of voices saying "thank you" to my good friend, Chairman Hawkins. Thank you, Chairman Hawkins, for being so steady and consistent and staunch in your support of legislation to help all Americans to be excellent and to be achievers. Thank you--because America is a better place because you have walked the halls of Congress on behalf of poor people, children, old people, the disadvantaged, those without hope or representation. We will miss you, but your legacy will be a part of the fabric of this Nation for as long as we remain a democracy.

Thank you.

Mr. Conyers and I will be happy to respond to any questions you may have.

Chairman HAWKINS. Thank you. I hope you conveyed to that young man that if I didn't look black, at least I looked like a Congressman.

[Laughter.]

Chairman HAWKINS. The next witness is Mr. Jule Sugarman. Mr. Sugarman.

Mr. SUGARMAN. Thank you, Mr. Chairman, members of the committee. I'm particularly honored to be here today, since I was not directly involved in the Elementary and Secondary Education Act when it began. I was, at that time, the administrator of the Head Start program, which was located in the Office of Economic Opportunity.

I thought it might be useful to reflect a little bit today about what it was like back in 1965, because that was a very tumultuous time. We had suffered through riots in many cities. We had vast uneasiness about segregation in the United States, and about the lack of opportunities for poor children and poor families.

There was a great division of thinking about what the appropriate approach to education might be for poor families. To oversimplify it, the Office of Education had a set of views, and the Office of Economic Opportunity had a set of views, and they really were different from one another.

For example, on segregation, the attitude of the officials of the Office of Education, I read as being—well, school superintendents really are against segregation, but they are subject to political forces in their communities that they can't do anything about, so they're blameless.

OEO, on the other hand, was a much harsher judge, and felt, not only in the South, but throughout the country, in places like Chicago, for example, that the superintendents were personal segregationists, that they were doing everything they could to preserve the system contrary to the court decisions that had come down, and that they really had to be dealt with in very strong ways.

I might say that that was characteristic of OEO in general, that it felt people had to be dealt with in very strong ways.

On the question of parental participation, there was an interest on this on the part of educators, but the much more prevailing attitude, as I read it at the time, was if the parents come to the annual meeting with the teachers, and do their bit for the bake sale and support the boosters club, that's fine. And don't let parents get in the way of teaching children, because they might foul up what the teachers are doing.

Now remember, I'm describing attitudes in 1965, and I share Ruby's view that there's been quite a change since then.

OEO, on the other hand, had a very strong view that parents ought to be involved and had a rather political view of that involvement. They believed in not only the Head Start program, but all the OEO programs, that parents needed to be empowered, that they needed to have some opportunities to make real judgments about what would go on in the program.

For example, in Head Start the rule was that you could not select a director for the program, nor submit your budget to OEO, unless it had been approved by the parent advisory committee.

I might just note a sidelight, that one of the advantages that the Head Start program enjoyed when it began is that there was no Federal legislation on it, and we were able to invent the program without Congressional involvement. Now maybe that wasn't an advantage, but it certainly seemed to us at the time that that was very useful. It also made it possible to start the program in a big way very quickly.

I know the Chairman will recall that in that first summer of 1965, within three months after the program was announced, there were 560,000 children in the Head Start program throughout the country. That, I think, could not be replicated today because things have become so rigid and so complicated by various rules and regulations.

But OEO really saw Head Start and its other education programs as one part of the empowerment of minorities and the empowerment of poor people. And it worked it to the maximum advantage. I might say that one of the results of that is that the concepts of professional authority of teachers, and professional judgments of educators were very badly battered during this period.

Many an educator suffered a great loss of self-esteem, felt that he or she was being overridden by people who didn't know what they were talking about, felt that there were games being played around him or her. It probably was a healthy counterpressure to what had existed before, and eventually, I believe, forged a better alliance between parents and teachers than had existed in the past.

There were also very great differences between the OEO approach and the Head Start approach—I mean the OEO and the Office of Education approach, where the problem was. What was the nature of the problem?

I believe that the educators tended to see it as a problem within the classroom. If we could improve the quality of teaching, if we could have used some innovative curricula, if we could introduce appropriate motivations and discipline into the classroom, things would get better.

OEO didn't necessarily disagree with that, but it had a contrary, supplementary view, that many of the problems of education lay outside the education system. They lay in the conditions in the communities, where there were relatively few opportunities for minorities and poor people, where conditions of living were very hard for many people, where there simply wasn't something that the students could look up to in terms of expectations, and that had a fundamental influence on their motivation.

There was also a very serious problem, and I think there still is to some degree today, of labeling. Some of you will remember the distinguished Professor, Nicholas Hobbs, from Vanderbilt University, who devoted much of his life to writing and studying labeling. What was happening was that very early in life, often in the first or second grade, teachers were deciding that this child was retarded, that this child was a slow learner, that this child was a behavior problem. Consequently that decision permeated the whole educational system, so that, almost from the beginning, these children were doomed to failure, because teachers did not believe that they could succeed.

So OEO took the view that while you had to do things in the classroom; you had to do more about the community: you had to make it a better community which students would perceive as a real opportunity.

The biggest issue, probably, was over state or Federal control of these programs. OEO had the legal authority to make grants directly to local governments, to community action agencies, to local education agencies; whereas, the Office of Education was essentially obligated to funnel its funds through the states through individual education agencies, but with some independence for local education agencies as well.

That's an argument on which I have changed my mind, probably because I think state governments have changed so much, and I'll comment on that in a minute. But you have to remember that in 1965, the state governments were doing some very bad things. Many of them were segregationists. Many of them were antipoor, antiminority.

Many of them had terrible differentials in the amount of spending on education from one district to another. Unfortunately, that persists to this day, but I think it's getting better and we now have a body of judicial opinions that are coming down on that issue and insisting on equality of funding.

OEO wanted to give money to a variety of people and it wanted to give it with very tight regulations. "You must do this. You must do that. You must do something else." The Office of Education, I think, felt that it did not have that authority, and may even have felt that it wasn't a good idea to put so many regulations on it.

Again, I think I shifted my feeling in the current context in the direction of deregulation of education and other Federal programs.

On child development programs, the Elementary and Secondary Education Act did, in fact, finance some activities in the early childhood area, but it really was Head Start that was the largest investor in that area. And because of that, the Head Start program was seen as the primary mode, the primary level of support for early childhood programs.

Well, finally, on the responsibility for funding—as I think Mr. Quie hinted at—in the earlier days there was virtually no Federal funding for elementary and secondary education, except for things like math and science, the things that were related to Sputnik. That's an old word that some of you may not remember, but I do from 25 years ago.

The intervention of the Federal Government through elementary and secondary education was a radical change, and while it was certainly targeted to specific groups, the poor and minorities, even that was something quite unique and quite debated.

When these programs began, there was an assumption that they would have all the money they needed, that we were really engaged in a war on poverty, and that the resources would be forthcoming to carry out those things that work well. That proved to be a delusion, and while there was very rapid growth between 1965 and 1970—in the case of elementary and secondary, from $80 million to $2 billion in 1970—during the 1970s and 1980s, that growth slowed very rapidly.

In the testimony which I submitted, I would like to call your particular attention to the chart that follows page 6, which shows what has happened to children's programs in the Federal Government over the last 10 years in constant dollars.

Basically, what that chart shows is that, while the Federal budget for all purposes has gone up 150 percent over ten years, the budget for children's programs has gone up only 15 percent. It is by far the lowest-ranking priority of Federal intervention.

Now there are those that believe—perhaps Mr. Quie believes—that that is no way for the Federal Government to do anything about that. I disagree, and I'll talk about it in a minute, but I simply make the point that the aspirations for elementary and secondary education, for Head Start, for a lot of programs, fell under the sword of budget constraints.

I might note, for example, that if you look at the appropriations for compensatory education, between 1980 and 1990, in constant dollars again, they've dropped from the equivalent of $8 billion in 1980 to under $7 billion in 1990.

Even Head Start, with all the political and other support that it has enjoyed, is actually down $300 million on a base of $1.6 billion from the 1980 time. And children's portion of the Federal budget has dropped from 1980, 5.6 percent of the total budget, down to 4.5 percent now.

What's happened since 1965? Well, first of all, we've got more poor kids. In 1973, we had a low of 3.2 million children; by 1987, we were up to 5.3 million children. And of course, the poverty rates are quite different for various minorities. For whites, they were 13 percent in 1987; for blacks, 48 percent; for Hispanics, 42 percent; and for other minorities, 29 percent.

I think the most important thing that has happened, though, in the 25 years is the changes in family status. By 1988, nearly a quarter of all children were living in a single-parent home, and that proportion was even higher for preschool children, probably on the order of one-third of all preschool children.

In the same year, nearly a quarter of all children born were born to unmarried women. Drug abuse, alcohol abuse, HIV infections are up sharply in all parts of the country. Some of you know that for a few years after Head Start, I served as the human resources administrator in New York City, and then, more recently, served as secretary of social and health services in the State of Washington.

When I went to the State of Washington, I thought it was going to be a piece of cake compared to New York City, but what I found, not only in Seattle, but in Spokane, and Yakima, and many of the smaller communities of that state, the problems are just as difficult, just as intractable, just as dramatic as they were in New York City.

Clearly, they don't have the same numbers, but the essence of the problem, and the nature of the problem is exactly the same. And it is getting worse. If I had to make a judgment of the overall welfare of children today compared to 1965, I would say that they are substantially worse off, not because these programs failed, but because the environment in which children are growing up has changed so dramatically.

I alluded earlier to my feelings about state government. Basically I think what has happened is we have stronger, more forward-looking governors. I think we have very strong legislatures, particularly in the area of human services.

My own private analysis is that the reason for this is that many of the committees on education, and health and social services in the legislatures are chaired by women, and women have added a new dimension that wasn't there in 1965.

Now, while the pattern is uneven and often related to an individual, rather than a basic change in the state, things are clearly better. The real innovation, the real leadership in programs these days, it seems to me, is coming from some of the state governments. I think particularly of Wisconsin, and Michigan, and California, and South Carolina—yes, South Carolina—that are quite a bit different.

I think of Mississippi, where the governor is really struck hard that Mississippi doesn't want to be last on every list, and he's made a difference in that state. So I am much more sympathetic now to doing something at the state level.

Let me summarize what I think we've learned then. I think we've learned that education can no longer operate in a vacuum, in isolation from health and social services. I don't think I've read a single report in the last 10 years that doesn't acknowledge the interplay between those.

There is still a debate as to whether those services should be operated directly by schools, or should be operated by private or public agencies of other types. And frankly, I don't care where they're operated. What I do care about is that they're operated together and working well together.

In the same vein, it's clearer that we have to work with families, not just in the OEO mode of participation, but in parenting skills, and in motivation to be good parents. There are clearly serious deficits there. I think everybody, including the business community, is now convinced that there should be major investments in early childhood programs.

One of the problems we have there is that there is no institutional base for those early childhood programs. They are not naturally a part, necessarily, of education, although some educators are interested in them. They're not naturally the health department, or naturally the social services department. And I think we have to experiment with different methods.

On deregulation, as I indicated earlier, I think it's time to swing the balance. I think it's time for Congress, and, indeed, the state legislatures, and the agencies which carry out their will, to consciously move toward making more decisions at the school level. I agree with former Congressman Quie that deregulation is something that needs to happen, that we have so overregulated ourselves in the educational field and in the early childhood field that we're in trouble.

Finally, I think we have to do something about funding. Many of you know that during the last two years I've been on a campaign to promote what I call the Children's Trust. And the notion of that is, basically, that there is a very real problem out there, that it is going to take substantial money to meet the needs of children, fam-

ilies and youth, and that we ought to face up to that; we ought to enact the taxes to pay for it.

I won't take the time of the committee today to discuss it in detail, but I would say to you that I that I do not think we can see major progress like we saw in the period between 1965 and 1980. I don't think we can see that again until we deal with the funding issue.

Thank you very much.

[The prepared statement of Jule Sugarman follows:]

Testimony of Jule M. Sugarman

Before the Subcommittee on

Elementary, Secondary and Vocational Education

House Education and Labor Committee

October 2, 1990

REFLECTIONS ON THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

34-985 O - 90 - 2

Mr. Chairman and Members of the Committee:

I am honored and pleased to testify in this anniversary year of the Elementary and Secondary Education Act. It is a particular pleasure to offer my congratulations to this committee which conceived the Elementary and Secondary Education Act and has resolutely supported it for twenty five years. The work done by you, Mr Chairman, as well as Mr. Brademas and Mr. Quie has made opportunities available to millions of American children and youth.

By way of background, I should explain that I was not directly involved in the development or operation of the Act. Rather, I was a part of the Office of Economic Opportunity with responsibility for the Head Start Program. I did, however, have many opportunities to work with Commissioner Harold Howe and ESEA Director James Gallagher.

I thought it would be useful to reflect on the conditions that existed in 1965 which gave birth to both the ESEA and Head Start in the same year. The two programs, however, were, as we shall see, rooted in significantly differing assessments of how to cope with those conditions.

The climate in 1965 can be characterized as one of deep concern about poor people and minority children; a fairly

widespread recognition that something had to be done about discrimination; a broad sense of optimism that change and innovation could make a major difference for children; a conviction that the national interest required federal interventions; and, an assumption that whatever federal funds were needed would be forthcoming.

Within these areas of agreement, however, the Office of Economic Opportunity, the Office of Education, and the Advocacy groups were poles apart on many issues. Let me explain.

- On Segregation - The Office of Education appeared to support the view that state Departments of Education and local school systems were well intentioned and anxious, for the most part, to move away from segregation. Failures to do so were attributed to state and local political leaders and educators were seen as powerless.

  On the other hand, OEO and many of the advocates considered a number of educators as personal supporters of segregation (not only in the South) and as culpable as the political leaders in denying opportunities to minority children.

- On Parental Participation/Power - Many educators saw the primary role of parents as supporting the requests of the educators. The PTA bake sale, the football team booster's

club, the periodic vote for millage increases, and the ritual attendance at parents' night were the defined obligations of parents. Some educators were strongly critical of parents who sought to work with their own children, feeling that the parents might confuse the children. Other educators saw a broader role for parents, but few had acted on their beliefs.

OEO, by contrast, saw parental participation/power in much more political terms. It believed that parents needed to have real power over decisions which affected their children. Head Start, for example, insisted that parents formally concur in the appointment of a Director as well as approve the budget. Some individual Head Start staff went even further by writing in conditions that made parents stronger than staff on most issues. The concepts of professional authority and judgment were badly battered during this period.

- <u>On the Nature of the Problem</u> - There were wide ranges of thinking about the nature of the educational problem in both the education and economic opportunity camps. However, the latter had its roots in assessing the entire community environment. OEO policy makers built on the work of the President's Committee on Mental Retardation, the President's Committee on Juvenile Delinquency, a variety of foundation-

sponsored Great City programs and the work of civil rights organizations. While not depreciating the importance of the classroom, they argued that community prejudices toward minorities, the lack of power among poor people and the lack of opportunities and sense of hopelessness were all factors that truly inhibited the development and education of all children.

- On the Importance of the Classroom - The Office of Education tended to see the classroom as the focal point for improvement. It acknowledged health and social services as important to children. However, it generally urged schools to either develop specialized staff within the schools or to leave these areas to other organizations and work to coordinate with them. There was a great deal of debate as to just how much teachers should be asked to do.

Both OE and OEO were interested in innovative teaching methods and education technology. A very large number of specialists emerged in the mid-1960s, each of whom had a favorite theory as to how to "teach" disadvantaged children. Sides were chosen and criticisms hurled between competing approaches. Solid evaluations were in short supply although many experts claimed to have documented the evidence supporting their program. To this day our enthusiasm for evaluation exceeds its capacities.

- State or Federal Control - OEO had an institutional bias against state governments. It felt states had failed to serve children well. Instead, OEO argued that, to the maximum feasible extent, control should be invested in community organizations; with second priority to local governments, and as a distant third, local education agencies.

  OEO wanted very strong regulations around programs and tight enforcement of those regulations. The OEO staff was very controlling in style and displayed a considerable amount of benificent arrogance in their attitude toward grantees.

  Office of Education staff also had serious reservations about state education departments, preferring to work directly with LEAs. The OE staff had little interest in community based programs.

- On Child Development - OEO, through its Head Start program, became the major federal investor in child development programs for pre-school children. These programs were carried out through both community based and education agencies. State education agencies played a minimal role. Initially, Head Start had the luxury of being able to fund a comprehensive array of services including health care.

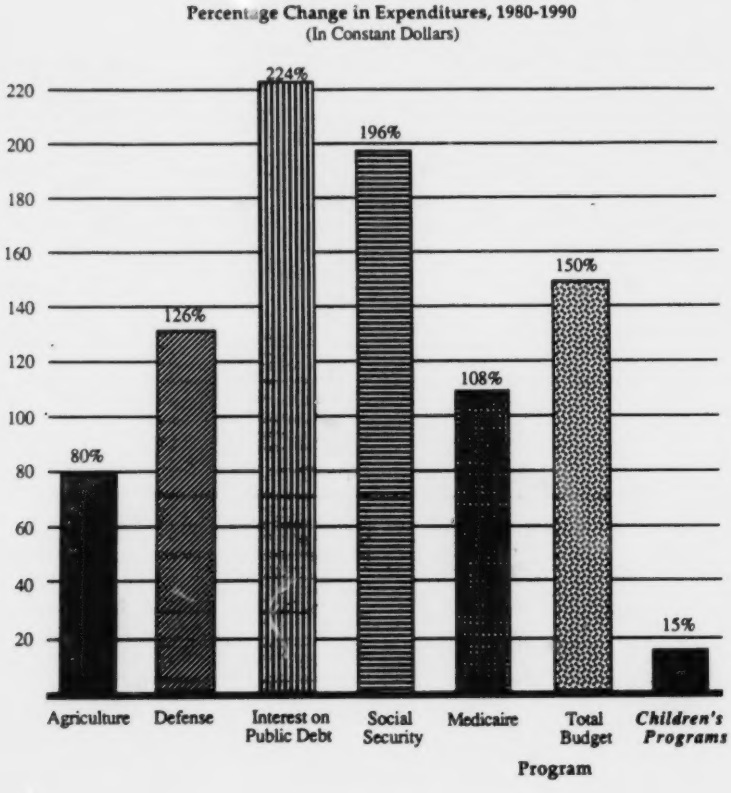
nutrition and social and psychological services.

Office of Education as well as state and local education leaders were clearly interested in child development, but it tended to receive a lower priority than elementary and secondary programs.

On Responsibility for Funding - The responsibility for funding of elementary and secondary education had historically been that of local governments with varying assistance from states. Federal funding had been insignificant except for specialized programs like math and science education. ESEA provided a substantial infusion of new federal funds, rising from $80 million in 1965 to $2 billion in 1970 and $2.7 billion in 1975.

Education funding has come entirely from general revenues. Like other programs for children, education has found it extremely difficult to compete with other public programs. As tax rates dropped, defense and social security spending increased and interest on the public debt skyrocketed, the real dollar value of funding for compensatory education actually declined. The drop was 14% during 1980 - 1990. This parallels a 16% decrease in constant dollar Head Start funding. The charts on the following pages dramatically show what has happened to children.

Rate of Growth in Children's Budget Is One-Tenth of Growth in the Total Budget



Current Federal Funding For Children

(Major programs in thousands of dollars)

Program	1980 Appropriation 1/	1990 Appropriation
AGRICULTURE:		
State Nutrition Programs	$4,025,247	$4,948,836
WIC	1,193,771	2,126,398
EDUCATION:		
Compensatory Education	8,028,797	6,889,976
Education for Handicapped	1,995,980	2,415,933
Rehabilitation Services	3,378	1,775,128
Vocational Education	2,023,830	982,046
HEALTH & HUMAN SERVICES		
Alcohol, Drug Abuse, and Mental Health	600,000	789,765
Medicaid Grants	3,964,132	5,378,684
Social Services Block Grant	2,503,440	1,657,320
Head Start	1,656,642	1,386,315
Foster Care and Adoption	1,456,874	1,347,464
Developmental Disabilities	2,060,653	1,954,135
Tax Credits for Child Care	NA	4,168,000
LABOR		
Summer Youth Employment	900,000	709,433
Job Corps	915,000	767,078
ALL OTHERS	4,052,836	3,382,332
TOTAL	$35,380,580	$40,678,843

Children's Services as Percentage of the Total Budget

1980: $\frac{35.4}{699.1}$ = **5.6%** of 1980 Budget went to Children, Youth, and Families

1990: $\frac{40.7}{912.2}$ = **4.5%** of 1990 Budget went to Children, Youth, and Families

1/ Expressed in 1990 Dollars

Important Changes Since 1982

Since 1982 there have been dramatic changes in the lives of children.

- With Respect to Poverty - The number of children living in poverty rose from a low of 3.2 million in 1973 to a high of 5.3 million in 1987. Recent developments are likely to push that figure even higher.

  In 1973 only 16% of children were in poverty. By 1983 the proportion had risen to 25%.

  The poverty rates are quite different for various minorities. In 1987 poverty rates for poor children under six were 13% for whites; 48% for blacks; 42% for Hispanics; and 29% for other minorities.

- With Respect to Family Status - In 1988 nearly a quarter of all children were living in single parent homes. That proportion was even high for preschool children. In the same year nearly a quarter of all children were born to unmarried women.

  Among all families drug and alcohol abuse is up sharply. The numbers of babies born with addictions and/or HIV is also

dramatically higher.

With Respect to State Governments - In 1965 some experts were arguing that regional governments should replace state governments because of rural dominance of legislatures, support of segregation, inequity of services and general failure to keep up with the times.

Reapportionment, judicial pressures and changes in the quality of elected leadership during the ensuing twenty five years have made states much more viable along with city and county governments. It is my impression that state and local Boards of Education have not progressed as rapidly.

Today states as a whole fund over half of public school expenditures. Equalization of educational spending within a state is becoming more common. Some states have enacted Head Start look-alike programs. Still more are investing heavily in Maternal and Child Health. Most governors are very active in education matters.

While the pattern is still uneven, state governments as a whole are clearly more innovative, responsive and committed to children than in 1965. In fact, now leadership clearly lies with a few selected states rather than the federal government.

Family status and poverty are the two most significant predictors of general risk to children and education failure. Clearly the need for improvement in education is the highest it has ever been. Just as clearly the data calls for health and social sevice interventions complementing education interventions.

What Have We Learned Since 1965

We have learned a great deal since 1965, but in my judgment a great deal more needs to be learned.

- On Types of Programs - We have more evidence that some programs work well for some children including evidence that sustained attention to an individual child increases the probability that the child will become a healthy and fully functioning adult.

  We know less about which specific program works well for a particular child. We know that children are quite different from one another and that it ought to be possible to design programs to meet the needs of a specific child.

- On the Importance of Families - We much more clearly know that the educational progress of the child is integrally connected with the state of the family; that our public and

private service systems for children must be prepared and authorized to assist and supplement families and, in the absence of effective functioning, to make alternative arrangements to meet the needs of the child.

- On Intervention at Very Early Ages - We much more clearly know that some children require program services very early in life. I am very distressed, however, at the tendency to assume that all children of a certain age need a specific service. For example, I was unable to convince my colleagues on the Head Start Silver Anniversary Committee that it would be preferable to forgo Head Start for all eligible four year olds in order to give priority in funding for children of younger ages who desperately need attention; who stand at risk of failing even before they reach age three or four.

- On an Institutional Base for Child Development - Child development, in my view, should incorporate maternal and child health, Head Start, preschool and child care services. Each of these programs should incorporate developmental approaches.

A problem exists in that there is no clear institutional base for such programs. No single agency is generally accepted as the agency which ought to be responsible for

younger children.

- On Social and Health Services - We know very clearly that health and social services are equally critical with education to the development and functioning of children and youth. We are less certain about how to organize these services. Should they be an integral part of the schools; independent of the schools; or organized along with schools as part of a comprehensive program for children, youth, and families? The present arrangements are characterized by conflict rather than cooperation; by uncoordinated rather than coordinated interventions; by confidentiality and isolation rather than communication; and by episodic interventions rather than continuity.

  I believe we must find new vehicles which encourage cooperation, coordination, communication and continuity among education, health and social service programs. Some communities are successfully experimenting with planning across institutional lines.

- On Regulation and Deregulation - We know that the process of passing federal legislation, writing regulations, supplementing federal action with state and local regulations and policies has the cumulative effect of destroying the capacity of individuals, schools and teachers

to adjust programs to meet the needs of each child. In the interest of protecting the child we have allowed the pendulum to swing too far in restricting the judgment and creativity of individual staff who deal with the child on a day to day basis. Carefully considered deregulation of teaching clearly needs to be the direction of the future.

- On Administrative Barriers - The administrative barriers arising from legislation and regulations on accounting, auditing, reporting, confidentiality, timing and processing of application, targeting of services, qualifications of service providers, limitations on periods of service and permitted uses of funds are formidable. Collectively they seriously undermine effective delivery of services.

- On Funding - Funding for ESEA is grossly inadequate. Worse yet it has risen and fallen in unpredictable cycles. This makes good planning and operation of school programs extremely difficult. The same situation exists for complementary health and social services.

What is needed is an assured source of funding for services to children which is adequate to the need, protected from organized competition with other public programs, capable of growing with the economy and related to its own source of funding. I have enclosed as Attachment "B" my proposal for

creation of the Children's Investment Trust (CIT). By 1995 CIT could add $23.9 billion for new and improved services to children, youth and families.

Recommendations

I will be brief in my recommendations, but would be pleased to elaborate on any the committee might find of interest.

1. Future amendments to the Elementary and Secondary Education Act should encourage and facilitate cooperation, coordination, communication and continuity among education, health and social service programs.

2. As an aid in pursuing that recommendation, Congress should request the Controller General to continually review the barriers to progress in these areas.

   I have prepared a Join Resolution of Congress which is attached as Appendix "A."

3. Congress must improve the funding of programs for children, youth and families if the promises made by legislation are to be realized. Attachment "B" is a proposal for a Children's Investment Trust.

4. Congress must refrain from over-regulation by itself as well as federal, state and local agencies. Greater discretion in program operation must be given to teachers, school managers, parents and other service providers.

I would be pleased to answer any questions you may have.

Attachment A

A Joint Resolution

Requesting the Controller General to make continuing reports to Congress on the interdependency of public and private services for children, youth and families along with recommendations for improving cooperation, coordination, continuity and communications among service providers.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Declaration of Interdependency in Children's Services

The Congress finds that:

(a) There is abundant evidence that organizations providing services to children, youth and families are increasingly interdependent in their delivery of services

(b) Effective and efficient delivery of public and private services to children, youth and families has been inhibited by problems of cooperation, coordination, continuity and communication

(c) In order to assist it in amending existing or developing new legislation, as well as in the exercise of its oversight responsibilities, Congress needs full information on legislative and regulatory barriers to service delivery as well as incentives to cooperation among interdependent public and private organizations.

(d) The Controller General is authorized under the General Accounting Office's Organic Act to conduct studies and make recommendations to assist Congress in the discharge of its duties.

(e) The Controller General, in discharging his other responsibilities, has access to a great deal of information on service delivery issues and experience in developing recommendations for solving problems, and has acquired a unique capacity to identify desirable improvements which require joint efforts among public and private agencies.

Sec. 1. This Resolution may be cited as the Declaration of Interdependence in Children's Services.

Sec. 2. The Congress requests the Controller General to conduct a continuing study of the factors in federal and state law and regulation which inhibit cooperation.

coordination, continuity and communication among public and private agencies providing services to children, youth and families.

Sec. 3. The Controller's studies should include, but need not be limited to, identifying issues in accounting, auditing, reporting, confidentiality, timing and processing of applications, targeting of services, qualifications of service providers, limitations on periods of service, and permitted use of funds which constitute barriers to effective delivery of services.

Sec. 4. The Controller General is requested to appoint an expert advisory committee of public and private individuals who have substantial experience in delivering coordinated services in the fields of education, health, social services and related areas. Individuals should be appointed because of their individual expertise and not as representatives of particular organizations and constituencies. Perference would be desirable for individuals who have had responsiblities at more than one level of government and/or in both the public and private sector.

Sec. 5. The Controller General, by June 30, 1991, is requested

to submit and publish a report to Congress defining the scope of issues which he plans to address as well as a timetable for addressing those issues. At six month intervals thereafter he shall update this report and present findings and recommedations to the Congress as well as reporting action on prior recommendations.

Sec. 6. If, during the course of his studies, the Controller General finds that there are opportunities to remove barriers which do not require changes in law and which can be achieved by voluntary cooperation, the Controller General is encouraged to use his good offices to promote that cooperation. From time to time, he is also encouraged to publish materials which help public and private agencies to overcome barriers to cooperation, coordination, continuity and communication.

Sec. 7. The Congress requests the President, Governors, City and County Officials and the agencies under their supervision to cooperate with the Controller General in the conduct of his studies. The Congress also requests private agencies engaged in delivering services to children, youth and families to cooperate with the Controller General.

Sec. 6. The Controller General's reports should be transmitted to the Speaker of the House and the President Pro Tem of the Senate and shall be referred to all standing and select committees with interests in programs for children, youth, and families as well as the budget and appropriations committees, the Senate Finance Committee and the House Ways and Means Committees. Copies of the reports should simultaneously be transmitted to the President and Director of the Office of Management and Budget for their information and such action as they deem appropriate.

Sec. 8 The Controller General is authorized to use funds available to the General Accounting Office for purposes of responding to this Resolution.

Appendix B.

A PROPOSAL TO CREATE THE CHILDREN'S INVESTMENT TRUST

Dear Reader:

If you are absolutely convinced that:

- If children have problems, it's the parents fault and all you have to do is hold the parents accountable.
- The federal government is doing all it should for children.
- Federally financed programs can't work.
- Americans will not pay any more taxes, no matter how strongly they support a program.

Then read no further.

If your mind is open and you believe:

- The condition of children, youth and families is so bad that it seriously threatens American competitiveness and productivity and our entire society.
- That when financing for children's programs have been growing at one-ninth the rate of defense funding, one-thirteenth the rate of social security financing, and one-tenth the rate of the total budget as a whole, there's a serious problem.
- That poverty rates of 25% for children under six, dropout rates of 29% for poor youths, and numbers of homeless and malnourished children hovering around 500,000, are shameful in a wealthy, modern democracy.
- Congress needs to reorder budgetary priorities so that children, youth and families are near the top rather than near the bottom of the list.
- Many federally financed programs do work, although we need to be constantly alert for opportunities to improve them.
- Americans will support more federal taxes for services to children, youth and families if they are convinced that the money will be spent only on those services and spent wisely.

Then read on and learn about the proposed **Children's Investment Trust.**

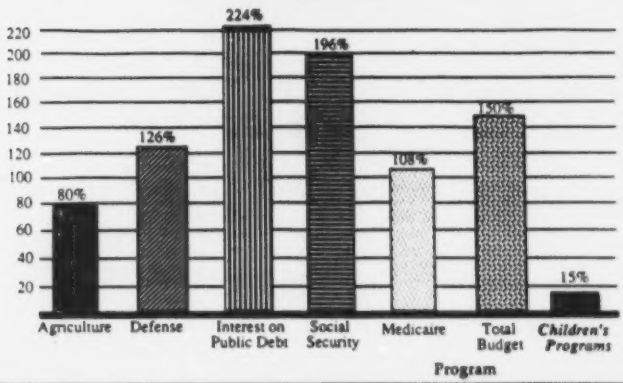
Sincerely,

Jule Sugarman

Jule Sugarman

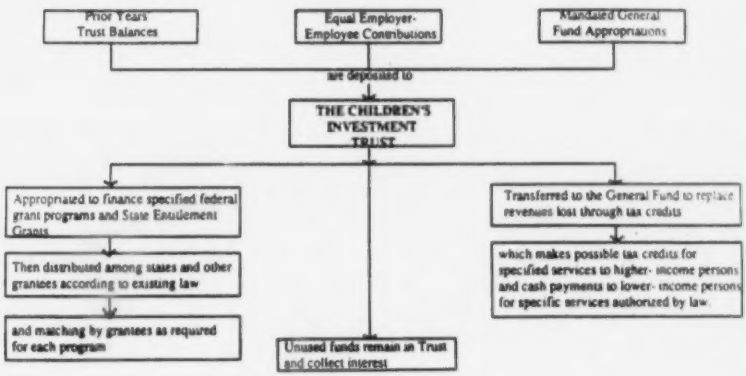
Rate of Growth in Children's Budget Is One-Tenth of Growth in the Total Budget

Percentage Change in Expenditures, 1980-1990 (In Constant Dollars)



CHILDREN'S INVESTMENT TRUST

Revenues and Appropriations


Prior Years' Trust Balances
Equal Employer-Employee Contributions
Mandated General Fund Appropriations
are deposited to
THE CHILDREN'S INVESTMENT TRUST
Appropriated to finance specified federal grant programs and State Entitlement Grants
Then distributed among states and other grantees according to existing law
and matching by grantees as required for each program
Unused funds remain in Trust and collect interest
Transferred to the General Fund to replace revenues lost through tax credits
which makes possible tax credits for specified services to higher- income persons and cash payments to lower- income persons for specific services authorized by law.

What is the Children's Investment Trust?

The Children's Investment Trust is a proposal that Congress enact legislation creating a trust fund for financing services to children, youth and families.

Key Features

- Covers all existing services plus any new programs which might be authorized by Congress (e.g., child care or mental health services for youth).
- Provides entitlement grants to States for children, youth and family services selected by them.
- May be used for federal grants and contracts or for tax and refundable tax credits.
- Adds $5 billion in revenues in 1991, increasing to $23 billion by 1995. This is in addition to a current base spending of $40 billion plus mandated adjustments for cost of living increases.
- Creates an independent Coordinator to solicit advice and annually report to the President on the "state of children." Provides for the first ever evaluation panel on children's programs, directed under the auspices of the National Academy of Sciences, and demonstration projects to enhance quality and innovation.

Where Does the Money Come From?

Congress would be mandated to appropriate funds each year equal in total to FY 1990 levels, adjusted each year to cover inflation. In addition, Congress would impose a newly designed *progressive payroll tax*. The initial tax would be .1% (one-tenth of one percent) on employers and employees alike and would be capped at .3% by 1995.

The new payroll tax is progressive because:

- It does not apply to unemployed and retired persons, nor to welfare recipients.
- It does not apply to employees with wages under $5 per hour.
- If people make more than $51,000 a year they and their employers both pay double the rate on the excess wages.
- Employers pay half the cost, whereas they pay only one quarter of income taxes.

Additionally, the Trust earns interest on any unspent monies.

How Does The Money Get Divided Among Programs?

The President receives advice from an independent coordinator whose sole job is to focus on the needs of children. The Coordinator prepares an annual assessment of the state of children, youth and families and a six year plan for meeting the problems. The President recommends a specific budget to Congress for services to children, youth and families. Congress handles appropriations in the same manner it currently does, *except that*:

- It must appropriate 95% of the dollars in the fund each year unless 60% of the House and Senate approve a lower figure.
- Funds cannot be sequestered under Gramm-Rudman-Hollings.
- States may impose a progressive payroll tax at a rate determined by them and qualify for additional federal funds.
- About six percent of the payroll tax goes to support program innovations and improvements as well as training, technical assistance and evaluation.

How Does The Trust Change Existing Programs?

It doesn't. Current laws, regulations, and policy requirements are not changed by the proposal. Similarly existing programs, as a group, are guaranteed at least as much money as they received in FY 1990, plus an adjustment for inflation.

How Can I Help?

Write to the address below for additional information or a copy of the proposed legislation. Let us know if you would like to work on developing support for a Children's Investment Trust.

Write to: Jule Sugarman, Proposer of the Trust,
P.O. Box 27244, Washington, D.C. 20038
(202) 785-9524

Chairman HAWKINS. Thank you, Mr. Sugarman.

The next witness is Mr. John Hughes, the former director of Chapter 1.

Mr. HUGHES. Mr. Chairman, I am John Hughes of Virginia, and I'm very happy to be here today to participate with you in the commemoration of the 25th anniversary of Title I. And like Mrs. Martin, I've written a book, too, along with my coauthor Anna O. Hughes. The title is Equal Education——

Chairman HAWKINS. Could you use the other microphone?

Mr. HUGHES. Yes, sir.

Chairman HAWKINS. I'd like to hear about that book.

Mr. HUGHES. All right.

[Laughter.]

Mr. HUGHES. It is called Equal Education, A New National Strategy. It was written in 1969 and 1970, in large part while I was doing a fellowship at the Brookings Institution, following my four years of directorship of Title I. And much of the experience in the book is relating the difficulties we had in those early days in administering that brand new program.

I am very satisfied today to say, in reading it again, that I find myself refreshed in terms of those experiences, and I also find myself renewed in terms of the progress that has been made, and some of the very fine comments that have been made by the speakers preceding me here.

I also would like to acknowledge an affiliation with Mrs. Martin of which she may not be aware. But as a citizen of Virginia, I'm also one of Governor Wilder's constituents, and he recently reappointed me as a member of the Virginia Advisory Board on the Aging, so I want you to note that 25 years of progress in living in Virginia has given me a perspective about the other end of the age spectrum as well, and I'm very happy to be with you today.

Mr. Chairman, thanks in large part to the leadership of this committee, the Title I banner flies high and proud over our nation's schools. Title I has, indeed, become the center piece of Federal education strategy. Title I is more critical today than in 1965, as the number of school-aged children in poverty has become the largest component of the poverty population, as Jule has already mentioned.

So I commend to you the continuation of this noble effort, and I am confident that the committee will carry forward this wonderful program.

First of all, I'd like to pay respects to the committee itself, and to the Chairman at the time, Chairman Carl Perkins. He happened to be both a friend and neighbor of mine. I remember him so well out there in the early morning, taking his long walks along the George Washington Parkway and Fort Hunt Road.

I also remember many midnight calls I would get from the Chairman asking me if I couldn't assemble the Title I chairmen, as he called them, of the various states to meet the following day or whenever in Washington for a hearing that he would like to hold. He had a tremendous enthusiasm for this program, and I think much of the progress and credit belongs to that dear man, Mr. Carl Perkins.

I would also like to acknowledge the grand role played by the original, and, in my opinion, authentic "Education President," Lyndon B. Johnson, who commissioned the task force that drew up the charter for Title I and named John Gardner as the chairman of that group and the wisdom of that group in putting together a program that has fared so well legislatively, and is now, as I say, the centerpiece of our education strategy.

President Johnson sponsored the legislation and gave his name to it, and I think many of you will recall the legislative process. I'm sure Mr. Quie will recall the fact that once the House had passed the legislation, the President urged the Senate to accept that legislation without changing as much as a comma in it, in order that the legislation could be speedily enacted without a conference, and a possible delay, and possible weakening of the mandate.

And the Congress complied with that, and I'm grateful to say we have Title I today in its original form. Of course, there were many changes made after that, and they have all been improvements.

Among his urgings, the President admonished the Federal administrators in many ways. His speeches, which are documented in the book, indicated his sense of urgency about getting the program underway. He would use such phrases as, "I don't wish a single day to be wasted in getting this program started." And he would urge the Federal, state, and local school people to anticipate this money.

Mind you, the money, the first money was coming during the school year in which we were operating. It meant that schools would have to revise their plans in order to accommodate this new, and in some cases, unexpected money.

Federal administrators were obviously very much in gear with the President's wishes. Secretary Gardner and Commissioner Francis Keppel responded very alertly to all his admonitions, and, indeed I think the Federal agency itself was inspired in ways that it had never been before and probably has not been since.

The immediate task—we were hastily organized into a new division, initially called the Division of Program Operations, later changed to the Division of Compensatory Education, was to signify the program effort that was underway. We had a number of administrative tasks to undertake. For example, we had to prepare new regulations.

I think in terms of the President's urgency, we did achieve a rare goal. Only an administrator would appreciate this, but we had the regulations for the program actually completed, signed, and issued before there were appropriations to administer. For education, that was a first, and I think it may be an all-time accomplishment.

We had to allocate funds to the states and counties. Fortunately, we had the services at that time of Mrs. Genevieve Dane, who's in the room, who was in charge of making those determinations of how much money would go to the state, and how much money would go to the counties, in terms of the census data that we were working with, and AFDC. It was a tremendous task to put those allocations together.

And there were many, many problems in refining those allocations and in getting the word out to states and the counties that, indeed, these were the amounts of money to work with.

There were guidelines to prepare, and we had the job of writing guidelines in an atmosphere that has been described by my preceding speakers in terms of the traditional concepts that many school administrators had in those days. We were treading on eggs, in many cases, about the intrusion of the Federal Government into what was regarded as state and local authority over education.

How far should we go in writing guidelines, telling states how to design projects, and school districts how to spend money, when the Federal Government had been told over the years that it had no business in the schools? Indeed, we had to struggle with our own supervisors. The Office of Education in those days was largely administered by very traditional school administrators, who had accepted the notion that the Federal Government had a very minor role, if any, in the funding of education programs.

We designed project forms and instructions. That, in itself, was a step in the direction of guiding the program. It was not really a responsibility of the Federal Government to design forms, but we decided it would be an advantage if the Federal Government issued a form on which the local districts could set forth their projects. We could then design the form in such a way as to carry out the intent of the law, and to see to it that the localities understood what the law, indeed, stipulated in terms of provisions.

Mr. John Staley, who I think is also in the room today, was the mastermind behind that invention. And we were amazed at the extent to which those forms became readily used by the local districts, and the outpouring of information that resulted from it.

There are many meetings and consultations that had to be held with the states, and for that purpose, we had to work hard to get state counterparts. We had a dual problem in other words, designing the tools of administration and at the same time interpreting the Congressional intent, that this was, indeed, to be a categorical program that was to single out poor children for assistance.

I dare say that the latter part of that assignment proved to be the more difficult one; that is, getting the interpretation of Congress accepted by the states and local administrators.

We had a need for a state counterpart. The law, while it stipulated that 1 percent of the funds would be available to the states for administration, did not mandate any structure for the state operation of the program. So we had to invent someone called the state Title I coordinator. Again, we were treading on eggs, in terms of saying that there should be such a position established, because the law didn't call for it, and the tradition was that the Federal Government doesn't dictate the state administration.

We covered this point by inventing this mythical state Title I coordinator and addressing our bulletins and policy statements to such a person, and in time, they did materialize in all 50 states. We not only had a Title I coordinator from each state, we also had a state unit to administer it.

I tell you these things because we were struggling in those days against a very heavy hand of tradition in education, trying to make this program something different from what had gone before. And thank goodness, there were people that worked with us effectively at the Federal, state, and local levels that brought about, I think, the success of the program.

Title I meant the reversal of traditional education funding practices. Administrators had been raised on the concept that if you had funds for education, you distributed those funds as even-handedly as possible to the school system. Well, in effect, that meant that you favored the more affluent schools, and the more affluent children, because those were the schools that performed well and responded to the calls of the school system and, indeed, were the mark of success of the schools.

But it meant that we were going to reverse that trend and see to it that the poor children got a better break in the financing and, indeed, received the additional funding that Title I called for.

The state leadership in Title I proved to be a very vital factor in the quality of the program and whether or not we got effective people to lead it in the states. I'm glad to say that, in time, we did succeed in getting a very effective group of state Title I coordinators. Today they're organized nationally, and they are a national influence on education policy.

As has been mentioned by Ruby and others, there was an early emphasis on things for the schools, rather than services for the children. I mentioned the fact that the money came during the year. Many school people had no plans for the use of these funds in terms of disadvantaged children. But they did have a large inventory of needs in terms of things that were needed in the school, in some cases, new buildings.

And so there was a very strong tendency for them to turn to the provision of those things for the schools, rather than services for the children.

Also, to the extent that they did design programs, in many cases, lacking better ways to do things, they would provide more of the same. A remedial class would be designed which would simply repeat the regular program, but maybe after school, giving those children who were identified as Title I constituents an extra lesson. You can imagine how popular and how successful many of those were.

We also had problems in identifying the funds to be used in implementing desegregation plans. Since many of the minority children would be in the Title I schools, and there would be desegregation plans in the district, there was, of course, the question of whether the Title I funds could leave the school of a child who was part of the desegregation plan to go to a new school.

We did design a policy called "services following the child," which meant that Title I funds were, indeed, to follow the child to his new school and, therefore, not serve as an impediment to desegregation.

We had, I'm sure many of you will recall, an experience in Chicago. The then commissioner, Francis Keppel, sought to slow down the use of Title I funds that were made available to the State of Illinois and the City of Chicago in the amount of $26 million. The fear was—the Chicago projects had come into the office.

Of course, we did not have approval authority. Our authority was over the state as to how rapidly the state funded that project. The commissioner asked for Chicago to—or for Illinois to withhold approval until he was satisfied that the current investigation of civil rights in the school district of Chicago was complete.

However, there was a mayor at the time, Mayor Daley, who got to President Johnson at the time, and said, "This is not the intent of Title I." The President shook loose those Title I funds and Title I had a setback in terms of implementing its own mission.

Gradually, however, Federal policies began to take hold, and schools learned how to design effective approaches; to involve parents in the programs, as several of the other speakers had mentioned; to formulate meaningful evaluations. That was another requirement that was in Title I that was new to many of the schools. They had never done evaluations.

One of the early strategies was to link up with Head Start and to see that the early intervention concept was implemented in Title I. As a matter of fact, the Federal guidelines did give a priority to the use of Title I for early elementary programs and early intervention.

We did link up with Head Start and asked that the Title I programs be effectively linked with Head Start. And one of the early efforts was to design a follow-through program, realizing that Head Start in itself was not going to solve the educational needs of the child in the elementary grades. We worked with OEO and Jule to design a follow-through program.

Follow-through picked up the child at the end of Head Start and preschool, and saw him through the first three years of school, and saw to it that the services were continued, that nutrition, and health, and other services were not curtailed, and that there was small class size, and things of that kind.

Unfortunately, the Federal Government in the 1970s and 1980s found that follow-through was an expensive approach. It was phased down. There are remnants of follow-through now, but it is not nearly the imaginative program it was in those early days. And unfortunately, the thrust of follow-through is something that we need, I think, to reinvent.

Special programs for migrant children were authorized. A special title and section was authorized for the children of migrant agricultural workers. Since the migrants obviously are in a work stream that takes them through many states, we had to design a program that would follow migrant children from state to state, and see to it that there was state participation in the education of this special group of children.

This, too, called for innovative approaches, and I'm glad to say that, over time, that has worked.

Title I has succeeded over the years because of the strength of its mission, and the dedication of the Federal, state, and local administrators who resisted the general aid pressures from traditional sources at all levels. Congress has shown time and again its support for the program and has rescued funding levels from cuts proposed in Presidential budgets year after year.

However, level funding has stultified Title I's mission by foreclosing the expansion to all children who need the services, and to experimental approaches, such as follow-through, which are needed.

I would like to offer just a few recommendations to the committee in terms of the renewal and extension of Title I. First, I think that there is a need for strengthened authority for the concentration of services on a limited number of children. I find that the De-

partment of Education is still having difficulty having its policy effectively implemented in the states and in the local schools.

To stress again early intervention and find ways to enlarge the Federal involvement in early childhood education programs, I would suggest, for example, that we need to start preschool at age four. We need many more preschool programs serving poverty children who are now, as I said, the largest cohort in the poverty population, and we need more effective linkages with Head Start.

I find it appalling, for example, that even today, that many schools when they have kindergarten and first grade classes, there is no knowledge of which children have been in Head Start programs. And that's something that, obviously, needs to be overcome.

I think we need to strengthen the evaluation criteria which this committee has already moved on, in terms of program improvements, to weed out ineffective approaches and programs that are not working, and to see to it that those funds are moved to other programs.

I suggest that the committee might make provision for competition in assessing the effectiveness of programs, and see to it that effective programs are identified, rewarded, and disseminated. One of the most difficult things I think our schools are facing is their inability to learn from each other and to install practices that have worked in other schools. I think we need, very much, to strengthen the way in which the schools can learn their own lessons.

I would plead, contrary to what Congressman Quie has said, for a fuller funding of the Title I formula, to reach more disadvantaged children. I think, also, in extension of the program, that reform measures should be thought of, and ways in which the school year can be extended for Title I children. The State of Virginia has, indeed, recommended that we have year-round schooling, or at least the superintendent has. I think that is something that the committee might well consider, the ways in which reform measures for education can be included in the Title.

Another idea—I think this might appeal to former Congressman Quie—would be for state matching of the Title I funds. I think to enlarge the funding pool of Title I as some states have done, for example Ohio, would be a good measure. There will, indeed, be difficulty in enlarging the Federal contribution under the current budget deficit, but state matching is one possibility that I think should be considered.

I conclude my remarks. I, again, Mr. Chairman, want to thank the committee for its work over the years in expanding the program and I look forward to your work in the future. Thank you very much.

[The prepared statement of John Hughes follows:]

Statement of John F. Hughes

before

Committee on Education and Labor
House of Representatives
United States Congress

October 2, 1990

Hearing on
Chapter I of the
Elementary Secondary Education Act
of 1965

34-985 O - 90 - 3

Mr. Chairman and Members of the Committee, I am John F. Hughes of Alexandria, Virginia. During 1965 through 1969 I served as the first director of the federal program for Title I of the Elementary and Secondary Education Act (ESEA) of 1965. I am honored to be invited to address this Committee on the observation of the 25th anniversary of Title I.

As recently as 1965, the Congress passed the ESEA containing "litle I," a new and massive federal education program aimed at overcoming the disadvantage suffered by children of poverty seeking to climb the education ladder to success in life. Spurred on by the original and authentic, "education president," Lyndon B. Johnson, the Congress charted a course for the nation using education as a means of escape from poverty for millions of poor children. Not content with merely authorizing a major new national policy for education, the Congress followed this Act with first year funding which fully implemented Title I's generous formula to assure the nation's schools that programs could be swiftly designed and implemented.

Initial Administrative Activity

In those days, the federal agency personnel charged with administering the new program accepted the challenge with a dedication and zest that has since disappeared from the scene of federal education program efforts. Fully charged by the leadership of President Johnson, Secretary John Gardner and Wilbur Cohen, and Education Commissioner Francis Keppel, the program staff of Title I ESEA truly "hit the road running" with the administrative tools to place the new title in effect.

Much of the initial work involved the drafting of regulations, writing of guidelines, design and printing of forms, computation of allocations to the states and counties, and working with the states to organize effective implementation of the program. A two-fold purpose guided the efforts of the staff: (1) to prepare the essential working tools of administration as rapidly as possible; and (2) to interpret the intent of Congress in seeing to it that the federal funds were truly focused on the needy children of the schools rather than loosely distributed to serve all children.

Convincing the states and the school districts that the funds were indeed to be concentrated on a limited number of poor children proved to be the most difficult part of the federal effort, since school officials had been raised on a philosophy of evenly distributing funds, or favoring the schools and children which showed the greatest aptitude for educational progress. Title I sought to reverse this custom.

State Title I Coordinators

One of the difficulties facing federal administrators was the need for dedicated state agency counterparts who would work cooperatively to implement the new title in each state. Since the law did not mandate a state administrative structure for Title I, it became necessary to encourage states to assign special staff for this purpose. This was achieved by addressing federal memoranda to a mythical "State Title I Coordinator" and eventually these persons did materialize in each state. These state "coordinators" became

the communication and operational link with the school districts and made it possible to achieve effective federal-state-local administration. They have since become an effective national leadership group.

States varied widely in their acceptance of and success with the Title I mission. The successful ones were those who assigned persons of high quality to the task and gave them authority to function effectively in a State leadership capacity. Title I nationally owes much of its success to the quality of those early State leaders.

Funding Levels

Title I was launched with the understanding that the initial generous appropriations would be followed by even larger ones in subsequent years. However, beginning with the second fiscal year of the program, funding was slowed by competition for budget priority from the Vietnam war effort. From that point forward the funding levels were depressed despite Congressional efforts over the years to add to the President's budget.

As funding levels stabilized in the program, the projects in the schools became fixed and the scramble for funds among administrators blunted the progress to improve services and to expand to serve larger numbers of children. Even today the administrative effort is to concentrate funds more effectively on a fewer number of children in order to achieve significant results with the target population.

Much of the early emphasis on using Title I funds on buying "things" for the schools rather than services for kids has been overcome. It took some heavy going in the early days by the federal and state administrators to wean the local schools away from construction and hardware projects as the early "easy money" encouraged many to do.

Title I Succeeds

Title I has survived and succeeded because its mission has remained clear through the 25 years of its existence. With the incentive of Title I funding, schools learned to design approaches that worked with disadvantaged children. The early emphasis on services which simply reinforced the existing curriculum with "more of the same" add-ons, was gradually replaced with designed services which recognized that new approaches were essential if poor children were to cope with regular school programs.

Schools across the country are now serving their Title I clientele with renewed understanding of the purpose of the law, and Title I's mission is imbedded in the philosophy of the nation's schools' curricula.

However, the leveling of funding levels over the years has stultified the thrust of Title I in moving the schools forward to achieving higher levels of performance. Programs tend to become fixed in place and innovation is thwarted by growing pupil needs and shrinking funds.

Recommendations

In my opinion, Title I should be extended and strengthened to make progress with its mission. Poverty among school age children has grown to the point where this group is now the dominant cohort in the poverty population. Overcoming poverty among poor children is even more of a challenge today than it was in 1965.

I suggest that in renewing the program Congress give further attention to:

(1) reinforcing federal authority to require that funds be concentrated on the poorest children in the poorest school attendance areas;

(2) strengthening efforts to achieve early intervention in the lives of children beginning in preschool (age 4) and continuing through the early years of schooling;

(3) strengthening evaluation requirements so that ineffective school programs are replaced with effective ones;

(4) sponsoring competitive assessments of programs using professional judges to identify and disseminate successful approaches so that schools learn from each other;

(5) creating effective funding linkages with Head Start Programs so that Head Start and Title I Programs are effectively merged at the local level;

(6) funding the Title I formula more fully so that it creates incentives to move ahead with needed services.

Thank you, Mr. Chairman, for the opportunity to present this brief statement. Mr. Chairman, in closing I wish to thank this Committee for the inspired leadership it has shown over the years in reviewing and strengthening the Title I mandate. Thanks to the care of Congress, the program has thrived through a period of sharp curtailment in the federal concern for the welfare of poor children in our society. May Title I continue to thrive in your careful hands. Thank you.

Chairman HAWKINS. And thank you, Mr. Hughes.

Mr. Radcliffe, as always, you've been accused of rewriting the program in 1981 and having some rather strange telephone numbers included in the report that you made. Do you want to defend yourself? We credit you with a lot of good things, however. Let me say that.

Mr. RADCLIFFE. Mr. Chairman, you've taken me aback. Yes, I would respond to that. Those telephone numbers weren't written on it by the Education and Labor Committee, so I have no idea whose numbers they were or where they came from.

I didn't really realize—I didn't expect to be a witness today—the usual confusion one arrives at by living out on a point in the Chesapeake Bay, I suppose, far removed from Washington—so I don't have a prepared statement. I would, however, like, with your permission, to prepare for the record a brief statement, particularly outlining the events of the 1981 Reconciliation Act.

I want to say I'm delighted to be here, and to greet the members of the committee, and particularly you, Mr. Chairman, and Mr. Goodling, with whom I had so many really great years and great times, and with whom I enjoyed working so very much.

I expected, really, just to accompany Al Quie as I had as his counsel for some 15 years. And, as in most of those 15 years, I find he didn't need, really, any counseling, but was good enough to keep me around nevertheless. He might need a little help in one respect, because Al mentioned the lack of Republican involvement in the original 1965 Elementary and Secondary Education Act. And that of course, is perfectly true.

Parenthetically, I think he also alluded to the fact that there might not have been a great deal of Democratic committee involvement in it, either, since President Johnson, as has been noted here, was rather insistent on keeping the letter of every jot and title in the draft legislation that was sent up here.

Nevertheless, Republicans did not participate in 1965, and I think some members may have tried to impede the process a bit, but were unsuccessful in that. But what Al didn't mention, with his customary modesty, was that in subsequent reauthorizations of the Elementary and Secondary Education Act, he, as ranking Republican member of the committee, and his colleagues on our side were, indeed, very active in bipartisan efforts to extend and improve the Act, and particularly Title I.

I recall that Al fought a long, long—several years—and difficult battle to make the formula for the funding of Title I more equitable, particularly for the less wealthy states. And in the beginning, the formula was heavily weighed toward states like New York, California, and other states with higher per capita incomes. But that was corrected as we went along.

As ranking member, also, he had a tremendous voice in injecting the notion, and at that time, the requirement, of parental involvement into the Act. And those are only two of so many contributions that Al made and helped make to the Act. He wouldn't mention it, but as counsel, I feel compelled to.

Al left the committee when he left Congress in 1978 when he was elected Governor of Minnesota. His successor as ranking member was the ranking member of the full committee on the Republican

side, the late John Ashbrook, and the ranking member of the Elementary, Secondary, and Vocational Education Subcommittee was Mr. Goodling.

Bill, I'm very, very pleased to see you here today and to see you in the position that you are, sitting just next to the chairman, as ranking member of the full committee.

Mr. GOODLING. I am. It would be better sitting in his chair.

[Laughter.]

Mr. RADCLIFFE. Well, I'll tell you, much as I personally think of Mr. Hawkins, and I'm sure we all do, I have for many years hoped for that. I guess hope springs eternal, but, as they say, I'm not holding my breath.

[Laughter.]

Mr. RADCLIFFE. But nevertheless, in 1981, the Budget Reconciliation Act—and that is a response coming to your question at the beginning, Mr. Chairman—it became possible for the Republican side of the aisle, to rewrite a large portion of Federal education law. And it fell to Mr. Ashbrook and Mr. Goodling to direct that operation.

I'm pleased to say it fell to me, along with Dr. Richard Eugenio, who is now at Penn State University and was then Mr. Goodling's principal staff person on the committee, to do the staff work on that. And it fell to me to me, as counsel, to do the drafting of what we called the Education, Consolidation, and Improvement Act of 1981, which was folded into the Budget Reconciliation Act of that year.

Actually, we started two years earlier, as Mr. Goodling will certainly recall, in earlier bills that incorporated what were virtually identical to what eventually went into the 1981 rewriting of ESEA, in which Title I became Chapter 1. I'm making a rather long story very brief, very short this morning.

Mr. Ashbrook, Mr. Goodling, and I should also mention Mr. Jeffers of Vermont—who is now, of course, a Senator from Vermont—were under intense pressure from the Administration, particularly from OMB director, Dave Stockman, to adopt the Administration proposal, that rewrite of ESEA, which would have consolidated Title I with aid for handicapped children, and I believe, one or two other acts—Adult Education Act, perhaps, and then with other consolidations.

Our members felt—of course, Mr. Goodling, with long experience—I'm not trying to make you older, Congressman, but with considerable experience in education at all levels—felt very strongly, and John Ashbrook came to feel that this was really a mistake, and they opposed that. And with great courage, because it's not easy, as all of you members know, to oppose your own Presidential Administration on things.

Well, you young, you more recent members on the Democratic side may not know that, because——

[Laughter.]

Mr. RADCLIFFE. I'm sure Mr. Hayes will recall.

I think, in summary, it is fair to say, and necessary to say because this isn't recounted very often—and, obviously, I feel personally quite strongly about it—it's fair to say that John Ashbrook and Bill Goodling, Jim Jeffers, the Republican side of the aisle, in

the circumstance of the 1981 Budget Reconciliation Act, saved and preserved Title I, and it became Chapter 1.

It was redrafted in a way that preserved every substantial and vital aspect of the original Title I, and I don't know of anyone who would take exception to that. Certainly, if anybody wants to, they're free to. But I think that was a great public service, and one, Mr. Goodling, that you must look back on and today regard as one of the highlights of your many services to the country.

I would like, Mr. Chairman, with your permission, to make this a more coherent and not much longer presentation. And with that, again, to express what a very great pleasure it is to be here and see so many friends and people who contributed, and are still contributing so much to American education, to our country.

Thank you.

[The prepared statement of Charles Radcliffe follows:]

Statement of Charles W. Radcliffe
before the
Committee on Education and Labor
U.S. House of Representatives
October 2, 1990

Mr. Chairman and Members of the Committee:

It is a genuine pleasure for me to appear before this Committee, which I was privileged for two decades to serve as the Republican Counsel, Chief Counsel and Staff Director. It is a particular pleasure to be here with my friend, Al Quie, former Ranking Republican Member of the Committee, whom I served as counsel for fifteen years. And, of course, I am honored to be a part of this distinguished panel of witnesses on the occasion of the twenty-fifth anniversary of the enactment of title I of the Elementary and Secondary Education Act of 1965 (ESEA).

This Act, and particularly title I assistance for disadvantaged students, as Mr. Quie has noted, was an historic breakthrough for the federal role in education. Al also recalled that Republican members had very little influence on the original Act. I do recall, however, that our side pointed out defects in the title I funding formula that heavily favored school districts in the wealthiest States, thereby delaying Committee approval of the Act for two weeks, much to the displeasure of President Johnson.

But, in the end, the President prevailed despite the unhappiness of some Democratic Members with the formula, and the Administration bill quickly became law. In no small part this was due to the leadership and perseverance of our Committee Chairman

,the late Adam Clayton Powell, whom we should also honor today along with the late Carl D. Perkins who chaired the subcommittee handling the legislation. I know from many conversations I had with Chairman Powell the pride he justly felt in having presided over the enactment of so much landmark education and social legislation.

Al Quie, with customary modesty, did not mention that in subsequent reauthorizations of title I he led Republican members in bi-partisan support resulting in many significant improvements. I recall in particular his work in making the formula for distributing funds fully equitable, in clarifying the permissible uses of these funds in the schools, and in providing for parental involvement in title I programs. After 1965, Democratic and Republican members of the Committee worked in harmony to oversee the operation of title I and improve its provisions to better serve disadvantaged students and the schools they attended. Happily, under your leadership, Chairman Hawkins, and that of Mr. Goodling as the Ranking Republican Member, this process continues.

Parenthetically, Mr. Chairman, I note with regret your announced intention to retire at the end of this Congress, and wish you many happy years of life outside Congress. You will be missed. I want to tell you how much I enjoyed working with you, and that I cherish your friendship as I value your service to our country. Yet I also hope that Mr. Goodling, the gentleman sitting physically and politically just to your right, might move into

your chair! This very likely is a forlorn hope in the immediate future, but it is one we Republicans have harbored for thirty-five years.

In 1978 Al Quie was elected Governor of Minnesota, and left the Congress after having made enormous contributions to the 1978 reauthorization of title I and other titles of ESEA. In 1979 the late John Ashbrook of Ohio became the Ranking Republican Member of this Committee, and asked me to take on the duties of Staff Director as well as Chief Counsel on our side. William Clohan became our Counsel for Education and assisted greatly in a review of ESEA that led to its later revision. Bill left our staff after the 1980 election to become Under Secretary of the Department of Education.

Mr. Ashbrook had opposed ESEA, but early in 1979 he asked us to examine it to determine if it could be made less intrusive on State and local control of our schools. If possible, he wanted a bill to re-write the Act in a way that would reduce federal administrative burdens on our schools -- which had grown to the extent of requiring millions of hours each year to comply with the complexities of the Act and its attendant regulations -- while preserving its benefits. He wanted such a bill to be acceptable to public and private school administrators and teachers.

At this same time, Mr. Goodling became our Ranking Member on the Subcommittee on Elementary, Secondary and Vocational Educa-

tion,which has jurisdiction over the Act. He appointed Dr. Richard DiEugenio, now with the Pennsylvania State University, as his staff advisor on the Subcommittee.

In 1980, and again in January, 1981, Mr. Ashbrook introduced bills having the main features of the bill he would later in 1981 introduce with Mr. Goodling and Mr. Jeffords of Vermont, among other Republican members as cosponsors, as the "Education Consolidation and Improvement Act of 1981." Essentially, this bill preserved the main features and purposes of title I of ESEA as a separate program, while removing a host of detailed requirements that unnecessarily complicated its administration. The rest of ESEA and some additional federal grant programs (some 29 or 30 in all) were consolidated into a single grant to the States that could be used at the discretion of school districts for any of the purposes of the consolidated programs. Thus title I would become Chapter One, and the consolidated programs become Chapter Two.

The opportunity to actually enact this bill came in 1981 through the "reconciliation" process of the Budget Control Act, whereby substantive legislation could be rewritten to reduce costs. We had a new national administration in 1981 with the inauguration of President Reagan, whose first major legislative initiative was to be the Budget Reconciliation Act of 1981. Mr. Ashbrook and Mr. Goodling were intent on having the "Education Consolidation and Improvement Act" included in that Act. The Director of the Office of Management and Budget, David Stockman,

was just as determined to see an Administration education consolidation bill replace ours. Thus began a battle that would be fought out before the Republican leadership of the House and go right down to the final days before passage of the bipartisan Gramm-Latta substitute for the Majority version of the Budget Reconciliation Act. In the end, Messrs. Ashbrook and Goodling would win.

This victory effectively saved title I of ESEA from extinction, continuing it in the form of Chapter One of the "Education Consolidation and Improvement Act." The Administration proposal was well intentioned, and had theoretical appeal. It would have consolidated title I and the "Education of All Handicapped Children Act" into a single program, with most internal restrictions on the expenditure of funds for the education of disadvantaged and handicapped children removed, and the proportion of expenditures for these purposes left to each school district. Education groups, particularly those most concerned with the education of disadvantaged and handicapped children, opposed this.

John Ashbrook had close ties to the Ohio Association for the Handicapped, which bitterly opposed such consolidation, and he was not inclined to tamper in any way with the existing Act for handicapped children. Moreover, he had become increasingly impressed by evidence of the effectiveness of title I. Then too, quite frankly, he was outraged that the Administration had not consulted him on their proposal, particularly when he had his own

consolidation bill that was the product of two years of work with his Committee staff and school administrators in Ohio and elsewhere. He accordingly refused to introduce the Administration bill, which normally the ranking Republican would have done.

Mr. Chairman, I want to make this point, because it is often not appreciated: that, while some elements of the successful Gramm-Latta substitute for the Majority version of the Budget Reconciliation Act may have been put together in haste, the "Education Consolidation and Improvement Act" was not. I don't claim it was perfect, but it was very carefully conceived over a period of two years with the advice of dozens of State and local school administrators from around the nation. And its final form was reviewed not just by Mr. Ashbrook, but by Mr. Goodling, whose experience as a teacher and school administrator was and is the most extensive of any Member of Congress in living memory.

Richard DiEugenio was an outstanding staff person. He and I, working separately and as a team, went over the draft bill line-by-line with school administrators. For example, Mr. Chairman, I met in Sacramento with a committee of the California Association of School Administrators consisting of federal program directors of your largest school districts. They gave me suggestions for specific language in Chapter One that would solve major administrative headaches while preserving the integrity of title I protections. Rich DiEugenio arranged through the Philadelphia title I program director for us to meet in that city with his counterparts in seven other large city school districts (all

members of the Council of Great City Schools) for a similar line-by-line scrutiny of the final draft of our bill. I made further changes suggested by them.

The responsibility for the provisions of Chapter One rests with its sponsors and their staff, but it was crafted with the help of experts who had an even more direct input than is customary in the regular process of Committee consideration. This is not to say that the regular legislative process through the Committee is not the preferred one, but only that we did a professionally responsible job under special circumstances.

In the Senate, with Republican control, the Budget Reconciliation Act went through the committee process, rather than through a floor substitute bill as in the House. Senator Stafford of Vermont, Chairman of the Subcommittee on Education of the Committee on Labor and Human Resources, did not like the Administration bill, but had no alternative of his own. So he introduced one identical to the Ashbrook-Goodling "Education Consolidation and Improvement Act." It went through the subcommittee and then the full Senate committee with only one dissenting vote (Senator Gordon Humphrey (R-NH)) as part of the Senate version of the Budget Reconciliation Act. So our victory was complete.

Finally, Mr. Chairman, I am proud to have drafted the Act that includes the continuation of title I of ESEA through Chapter One, very proud of the staff colleagues with whom I worked, and prouder still of the Republican members of this Committee who

made the basic policy decisions and directed our work. It isn't easy for Members to stand on principle and oppose their own Administration, as you well know. It must have been particularly hard for John Ashbrook, who was a personal friend and long-time political ally of President Reagan, but he never flinched. In the end, even Dave Stockman told me he was pleased with the result, although it was not the precise one he sought. So, truly, "All's well that ends well!"

Others on this panel have made suggestions for the future of Chapter One. Not surprisingly, I agree with Al Quie that it is pointless to think in terms of vast new infusions of funds. Rather, I hope the Committee will give attention to ways we can further concentrate available resources on students and schools having the most need, and on programs within the schools that will contribute most to the early development and mastery of the basic cognitive skills without which children cannot succeed in our society. I hope also that in the process you will be careful not to impose further administrative burdens on schools already afflicted with excessive bureaucracy.

We have all come to recognize, in varying degrees, the limitations of federal legislation. But title I/Chapter One has brought about a profound and beneficial change in the attention our schools give to the special needs of disadvantaged children. Our hope for the future, and our challenge for today, is that we can do even better.

Chairman HAWKINS. Thank you, Charles. Certainly, the chair will subscribe to the things that you've said. If the Republicans were slow learners, they've caught up very quickly, and certainly the individuals named have always stood out, I think, as being very illustrious members of this committee: Messers. Quie, Ashbrook, Jeffers, now Mr. Goodling. So this committee has produced some very, very good Republicans.

[Laughter.]

Chairman HAWKINS. Quite apart from the levity, however, we're glad you're here and we still look forward to your contributions. The fact that you're in different roles now does not mean that we can't reach out and still avail ourselves of your services.

The chair will yield to members for questions now from either side.

Mr. Hayes, I yield my time to you.

Mr. HAYES. I don't have any questions, but I enjoyed the testimony, so much history. Maybe we ought to move along.

Chairman HAWKINS. Yes, we'll attempt to incorporate the statements and the essence of what you've said in a final report which will be made, and I think that would be very, very helpful. And I think, Charles, we'll call you back into service to help edit that.

Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman. I'm sorry I was late. I was in my office with representatives from OMB and the Department of Education fighting over a few little things, and therefore was delayed, and certainly did not want to miss my former colleague, Mr. Quie's presentation.

Al has spent his life, in and out of government, trying to make sure that everyone, particularly those most in need, get the benefits that government should provide them. So, I'm sorry that I was not here. I'm glad he ran for governor. Had he not run for governor, I'd probably still be sitting down the line there someplace, rather than next to my dear Chairman.

I think when I walked in Mrs. Martin was testifying on what's happening today. And you know, I was getting all excited up here, because all the testimony we had heard this past year, I think, has been that they're so afraid out there of the Federal auditors that they're not very creative and not very innovative.

And I thought, "Gee, and she's telling us just the opposite." And I was glad to hear that that was something she had written many years ago. But I think the story you told about the Chairman is very fitting, because I think what it says is that this Chairman has spent his entire life trying to help anyone who was in need, anyone who was disadvantaged, no matter where they may have lived, the color of their skin, or anything else. And that's a great tribute to our Chairman.

I would like to say to Mr. Hughes, I hope, in our recent authorizations of different things, that we have, perhaps, begun to get follow-through back to its original intention. Many of us on both sides of the aisles have been trying to do that for quite some time, but once you get a grant, you know, it's pretty tough to give it up to anyone else.

I think in all of our reauthorizations recently in these programs, the Chairman's emphasis has been excellence rather than just

access, and I think that's going to mean an awful lot to the improvement of programs that we consider as good programs. I also think the fact that we are demanding excellence, not only access, will make them even better.

I really think I should pay tribute to a young lady in the room who is responsible, as the director of compensatory education in the Department of Education, Mary Jean LaTendre, who, I think, has worked very closely with us to try to make sure that excellence in all of these programs is the word. And so we thank her for her efforts.

Mr. HAYES. Strike that from the record.

[Laughter.]

Mr. GOODLING. All of those of you who are involved in these programs, we thank you for your efforts, the efforts of the past, and the present efforts to try to provide the very best we can for those most in need.

Chairman HAWKINS. Thank you. Mr. Martinez?

Mr. MARTINEZ. Thank you, Mr. Chairman. I have no questions, except I would like to make a brief comment. You know, certainly that this anniversary is reason to celebrate the success of the past. I think in all of your underlying testimony you acknowledged the fact that there are still many problems that have to be overcome.

I reflect on the success of the past, but I also regret the failures of today and the future, unless we move to do some of the things like my colleague, Mr. Goodling, has recommended, such as adequately funding the Even Start program. It's that kind of program that follows up on follow-up, and those kind of programs that we need to make the linkages that we need to make.

One of the things that several of you mentioned is the lack of money. And it seems that it comes down to priorities. And if we consider that the highest priority in this country has been over the last eight years or nine years, defense, defense, defense, then we have the need to know that education is the first line of defense. Those young people out there are not going to be able to provide that defense, unless they're well educated.

And I think we have to remember in our celebration today that we have to consider, not just because we're jubilant about the success of the past, that there are still problems that we have to overcome.

Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you. The chair again would like to thank the witnesses. May I just take three or four seconds to indicate—I think Albert Quie touched on it—and that is a need for teachers. Unfortunately, in many of these programs we get into blaming the children, without considering the fact that we've been very neglectful in terms of training, assisting, and recognizing competent teachers.

Mr. Goodling and I, on a very bipartisan basis, have a bill now pending which intends to address that problem. I know several of the witnesses did mention it. It is one of the great deficiencies we have currently, in talking about goals for the year 2000. And yet we're doing very, very little in order to train those who are going to teach the children.

I just want to assure you, we recognize that we have not completed the task, and there are many things that we must do, and I think there are many individuals in the room today who are capable of helping us. We essentially say thanks to all of you, and we will do the best we can to continue to improve the program so that 25 years hence, some of you, at least, will be able to say, "Back there in 1990, we did do something."

Thank you. Thanks again. Al, come back again, will you?

Mr. QUIE. Okay. When you get more money.

Chairman HAWKINS. Thank you.

The next panel, Chapter 1 Success Stories: Mr. Bruce Smith, a teacher in McKinney Elementary School, Kentucky; Mr. Douglas Straight, teacher, Shickley High School, Nebraska; Ms. Juanita Gutierrez, student from Massachusetts; and Mr. Maurico Torrenegra, student from Connecticut.

We're very pleased to have the students present today. May I ask each of you to try to be as brief as possible so that we can engage in questions and answers at the end of the testimony. If you have written statements, we hope you'll file those with the committee.

We'll begin with Mr. Bruce Smith.

STATEMENTS OF BRUCE SMITH, TEACHER, McKINNEY ELEMENTARY SCHOOL; DOUGLAS STRAIGHT, TEACHER, SHICKLEY HIGH SCHOOL; JUANITA GUTIERREZ, STUDENT, WELLESLEY COLLEGE; AND MAURICIO TORRENEGRA, STUDENT, UNIVERSITY OF CONNECTICUT

Mr. SMITH. It's a great honor to be here to testify on behalf of the Chapter 1 program. I will begin with my personal testimony.

I'm a native of Lincoln County. I live in a rural area called Hustonville, Kentucky. I graduated from Eastern Kentucky University with a Bachelor's degree in elementary education in 1987. I then went back to Eastern Kentucky University and completed my Master's degree in elementary education in 1989. I'm presently working on a Rank 1 in school administration, and will be completing that Rank 1 at Eastern in 1991.

For the previous four years, I have been a teacher at McKinney Elementary, where I attended as a child. I teach math to the sixth, seventh, and eighth grade students there at McKinney. As a student at McKinney Elementary, I participated in the Chapter 1 reading program.

Due to the individual attention that I received as a reading student, I was able to make substantial progress in developing my reading skills: skills such as using context clues, syllabication, comprehension, identifying the main idea and topic. Chapter 1 not only assisted me in attaining basic skills, but also taught me advanced life skills and has contributed to my success as a teacher.

It was with my association with the Chapter 1 program that I developed a love for reading. This desire has continued all through my life. Without the assistance of the Chapter 1 program, I would have fallen behind in my academic development. I would not have been able to pursue my dream of becoming a teacher.

Everyone should have a chance to fulfill their dreams. I am here today as living proof that the Chapter 1 reading program is a successful program.

In closing, I would like to leave you with these views. The Chapter 1 program is improving the educational opportunities for children. The reason I can make that statement is because it promoted my well-being. I can also see through my own students reaching their potential because of the Chapter 1 program.

It is my great hope that the Chapter 1 program will continue, just as it has in the last 25 years, because there are children who need help in reaching their grade level in areas like reading and math. The students that I teach, and those who other teachers instruct, are the future. Our students need to use their talents to work to their potential. With a program like Chapter 1, every child will have a chance to fulfill their dreams.

Thank you.

Chairman HAWKINS. The next witness is Douglas Straight.

Mr. STRAIGHT. Thank you, Mr. Chairman.

I feel my involvement in the Chapter 1 program as a fifth and sixth grader provided me with better opportunities for my career development. I had several problems in lower elementary grades with reading comprehension and spelling. I can recall the frustrations that I felt when I couldn't understand what I read even after spending several hours with a tape recorder, trying to improve my reading skills.

The ability to sort out information was very difficult, because the stories we read were just a bunch of words with no meaning. It was difficult for me to apply reading comprehension to story problems in math because I was unable to keep one person who was doing something separated from another person who was doing something.

My enthusiasm upon entering the Chapter 1 program gave me a feeling of self-confidence because help was available. I participated in the program for two years, and my success allowed me to apply learning concepts that helped me in other classes.

I feel Chapter 1 boosted my confidence to help me overcome the frustrations that I had previously felt. We all do not learn in the same way, and the importance which programs like these have have enabled all students to be successful. I feel I would not have had this opportunity to share my success with you today if someone had not recognized my need for help, and if that assistance had not been available.

Too often students are overlooked who really need that extra shot in the arm or that added boost to help them overcome the similar frustrations that I experienced. The Chapter 1 program enabled me to graduate from high school and receive a Bachelor's degree in agricultural education. I presently teach in Shickley, Nebraska, where I've been a member of the faculty for 10 years.

My duties allow me the opportunity to work with students in the classroom, as well as in their home setting through the FFA program that I advise. Every day I can see how the learning process can be difficult for a few and easy for others. I understand how those who are in the need of extra help feel, so I try to provide a learning environment that provides success for those students.

I've had the opportunity to work with students, not only in the classroom, but in preparation for FFA leadership contests, and I find that these individuals excel as well as those who do not need assistance through the Chapter 1 program.

Without such available services, I believe people like myself would not be a success story, but might be dependent upon others. I come from a rural setting and a small school system. The classes I teach may be less than 10 in numbers, and our high school students are less than 50. But I feel that size should not make a difference in determining the need for programs such as Chapter 1.

Yes, money may become a big factor, along with others, in determining the future of such programs, but I think we've got to realize that it's the youth of our Nation that depend on Chapter 1 and other programs to be successful citizens. Through my participation in the Chapter 1 program, in addition to my experience in working with past students of the program, I see a strong need for the Chapter 1 program to be available in every school, both large and small.

And I'm confident the Chapter 1 program and its success will continue. Thank you.

Mr. HAYES. Ms. Gutierrez.

Ms. GUTIERREZ. Good morning. I'm a former Chapter 1 student at Brooklyn Avenue school in East Los Angeles. I did not realize that Chapter 1 had contributed so much to my education until my fifth grade teacher informed me. Chapter 1 supplements and enriches the education of economically disadvantaged children. With teacher aides, reading labs, math labs, educational equipment, cultural events, and field trips, children who otherwise would not have the opportunity to receive a great education do, and learn.

Chapter 1 has enriched the lives of many children in Los Angeles Unified School District. The Chapter 1 program works very discreetly, supplementing and enriching the education of students in Los Angles Unified School District. By being discreet, students do not feel as if they are inadequate and can see themselves at the same level as their peers as they improve academically.

Chapter 1 funds are used in a variety of ways and are tailored to children's needs. By providing teacher aides, Chapter 1 enables disadvantaged children to receive the attention and help they so desperately need. Most of the schools in East Los Angeles and in Los Angeles, in general, are overcrowded, and teachers aren't able to aid every child.

In addition, Chapter 1 has been able to foster long-lasting friendships, like the one Ms. Ronna Cole, my fifth-grade teacher and I share. Reading labs help children improve their reading skills. These labs are of great help, especially to those children who have not yet mastered the English language. I speak Spanish at home, and it was through these special reading labs that I was able to read and write in English.

As many know, our Nation's children lack math skills. Chapter 1 targets this problem by offering special math labs to those children who cannot afford a tutor or receive that extra help at home. If it had not been for these special math labs, I would not have been able to take calculus with one of the most famous teachers of East

Los Angeles, Mr. Jaime Escalante, whose talents were recognized in the movie "Stand and Deliver."

In addition, funds provided by Chapter 1 are used to purchase special equipment such as tape recorders which children can use to improve their pronunciation and analytical skills.

The cultural events are unique, since many of these children cannot attend cultural events due to economic constraints. Hence, children are introduced to new cultures, and given the opportunity to learn and broaden their horizons. I recall groups like "ARCO IRIS" and the Chinese ribbon dancers that performed at these events. These cultural events promote knowledge and respect for other cultures, while instilling pride in the child's own culture.

Field trips provide the visual and hands-on learning that these children would not otherwise receive. I remember trips to La Brea tar pits, the Los Angeles zoo, and Lauries. A new world was open to me, since my parents had never taken me to those places. The field trips are also open to parents so that they, too, can share in their children's learning.

Chapter 1 was present in the beginning of my academic career, where it made the most difference. It was a building block upon which others were built. Due to those supplemental resources that every child should have, I was able to continue to do well in school, and to attend one of the Nation's most prestigious liberal arts institutions and women's colleges, Wellesley College. I will be graduating in June 1992, and I plan to pursue a Ph.D. in education or go to law school, since there are very few Mexican-Americans with Ph.D.'s.

I would like to leave you with this thought: Even though we will be celebrating the 25th anniversary of the Elementary and Secondary Education Act and the Chapter 1 program during these two days, and the success of Chapter 1, there is still a lot to be done. There are still children who are not receiving an adequate education and who are dropping out of school. For every success, there are thousands who do not make it. Therefore, we need your continual support in trying to reach those disadvantaged children. I hope that all of you will continue to support educational programs like those of Chapter 1.

The children are our future, and the key to a better tomorrow is education. I hope that you can commit yourselves to this task even more than you already are. The future of this country depends on how well we educate our children, and take into account the needs of minorities, since the number of minorities is rapidly increasing.

I would also like to add that we can't blame parents without taking into account the issues in the community the student is raised in, the school system, and the lack of resources. And I agree with Ms. Martin, we need more funds.

Thank you.

Mr. HAYES. Mr. Torrenegra.

Mr. TORRENEGRA. Good morning.

Mr. HAYES. Good morning.

Mr. TORRENEGRA. My experience was based—I came four years ago from Colombia, South America, and I had little knowledge of English. I started in a bilingual program where I stayed for one year, and I really didn't need much help from the Chapter 1 pro-

gram at that time. After a few years, I realized that I could have helped my friends in some subjects in whichI was able to excel.

I also understood about the parental influence, the importance that it represented in every child. I started attending some of the meetings of the Chapter 1, and my mother has been actively involved in it.

I will read my statement now. It's very brief.

Throughout my academic life, I have discovered that the most important factor that influences my performance in school is the interest that my mother shows in my school-related activities. This she has accomplished by being actively involved in the organizations that are offered by the schools I have attended, both in Colombia, South America, and in the United States.

In the latter, she was referred to the Chapter 1 district parent advisory committee. From that time, she began attending all the conferences and workshops. As a result, she became a Chapter 1 national member and treasurer of the Waterbury District. At the same time, I became aware of an afterschool tutoring session in my school sponsored by Chapter 1. I began attending and tutoring my friends in different subjects.

Also, on the weekends, I attended some of the conferences, workshops, and discussions. The result of our involvement in Chapter 1 has been the opening of many doors. Some of these are a job for my mother in the program and orientation in my career and college decision. We are very grateful for the help that we have received by the program, and we will continue to contribute for its enhancement.

I would like to thank you for giving me this opportunity to be here; feel free to ask any questions. Thanks.

Mr. HAYES. We thank all of you. I would like at this time to call on my colleague, Mr. Goodling, to see if he has any questions or comments?

Mr. GOODLING. I don't have any questions, but I, first of all, want to thank the two teachers for taking your compassion into a field that is much in need. I'm sure you understand better than many of your colleagues the needs of every child in the school.

To the two students, I would hope that perhaps you, too, might decide to go into the teaching profession. Recently we had about 300 students on the floor of the House that I was addressing, and they were to be the brightest and the best. And one young lady in the back of the room in a rather—in my area, we'd say smart-aleck tone—said, "And what are you going to do to make sure we have better teachers in the classroom?"

And I said, "Well, I'll answer that by asking you a question. Since you're supposed to be 300 of the brightest and the best, how many of you are going into teaching?" And we got five hands that went up pretty rapidly, but five others that, you know, aren't going to make it, because they only got up about this far. But that's all, out of 300 students.

And so I would encourage you, if you haven't definitely made up your mind on something else, or after a while, if you decide you'd like an experience where you can really feel every minute of every day that you're helping someone, try the teaching profession.

I hope some of the young ladies at Wellesley learned a lot from the First Lady when she visited your campus. I think she has a lot to teach, and I thank you all very much for testifying before us today. I appreciate it, and good luck.

Ms. GUTIERREZ. Thank you.

Mr. HAYES. I, too, want to, as an addendum to what my colleague has said, express my appreciation to you for your very valuable testimony. I may have a couple of questions. One that keeps sticking in my mind, is that you reach a plateau which led you to become teachers, the two of you.

Were you the beneficiaries of any support programs, grants, or students loans, in your efforts to get your education?

Mr. SMITH. I received a grant for my education, a Pell grant.

Mr. HAYES. Pell grant? What about you?

Mr. STRAIGHT. When I was in fifth and sixth grades, I developed a severe hearing loss, and at that time, after high school, moving into my college years, I was able to secure, yes, a loan.

Mr. HAYES. A loan?

Mr. STRAIGHT. Yes.

Mr. HAYES. You didn't default did you?

[Laughter.]

Mr. STRAIGHT. I was—that was one thing that I definitely want to mention. I think from that first panel that we had, and what I gathered from yesterday it was 21 years ago when I was in the program, so it was fairly new. Parental involvement really wasn't as heavy at that time as it is today. I think that's very important. I think I've got my mother to thank for a lot, from the standpoint that she picked up where Chapter 1 left off and helped me get to where I am today.

Mr. HAYES. Good. I've raised this question only because even the grant programs and the student loan programs, both are suffering from that incurable disease, it seems to me, lack of funds. So some of us are quite interested in making sure that this program for kids, particularly those who are economically disadvantaged, irrespective or race or sex, should be continued. I don't know whether you share my opinion or not.

I think that one of the best defenses this nation can ever have is to make one of its top priorities to educate its young, not necessarily to spend it on a $850-million Stealth 2 bomber.

I want to thank you very much.

Do you have any questions, Mr. Chairman?

Chairman HAWKINS. I have none, but let me just indicate that unfortunately Mr. Goodling was called to the floor. Both of the education bills are coming up, and he has agreed to represent the committee. I didn't want you to believe that he was just running away. He wanted some way of reaching him.

But I think it's wonderful to have you students here, and the teachers.

The teaching profession is a wonderful field. I certainly urge you to give it consideration, as opposed to, as Mr. Goodling says, going into politics. If you're in his district, you'll run against him.

But in any event, thank you very much. Your testimony is appreciated.

Mr. HAYES. Thank you.

I'd like to call now the final panel, panel number three, comprised of state and local people: Dr. Judith Billings, Dr. Shirl Gilbert, Dr. Gwendolyn Baker, Mrs. Joanruth Hirshman, Mrs. Sharon Wallace-Free, and Mrs. Mariela Torrenegra. If you'd come forward, please.

The testimony will begin with you, Ms. Billings.

STATEMENTS OF JUDITH BILLINGS, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF WASHINGTON; SHIRL GILBERT, DEPUTY SUPERINTENDENT, INDIANAPOLIS PUBLIC SCHOOL SYSTEM; GWENDOLYN BAKER, PRESIDENT, NEW YORK CITY BOARD OF EDUCATION; JOANRUTH HIRSHMAN, PRINCIPAL, LINGELBACH ELEMENTARY SCHOOL; SHARON WALLACE-FREE, TEACHER, BROOKLYN, NEW YORK; AND MARIELA TORRENEGRA, PARENT

Dr. BILLINGS. Mr. Chairman, I am Judith Billings, State Superintendent of Public Instruction in the State of Washington. Chairman Hawkins, and Members of the Subcommittee on Elementary, Secondary and Vocational Education, I am so pleased to be asked to be with you today to share in this 25th anniversary of the Chapter 1 program.

It's also a pleasure to be on this side of the podium again, since I had the experience, as you well know, during the time that the Hawkins-Stafford Amendments were being drafted and passed, to work as a staff member of the subcommittee, and feel very proud to have had a hand in what eventually came out in that piece of legislation which has done so much to improve programs for children in the United States.

It is with great pleasure that I take this opportunity to present testimony on behalf both of our office, the State Office of the Superintendent of Public Instruction, the State Board of Education, and particularly all of Washington State's students who have had an opportunity to benefit over the years by our Chapter 1 services.

I want to compliment this committee on the strong bipartisan support that it gives to education, Chapter 1, and to all other educational programs. My particular office in our state is a nonpartisan office, in recognition of the fact that children are not born with, as I always say, Rs and Ds stamped on their heads.

They are all children. They are all our children, and they all deserve our unequivocal support to make them successful. And this committee has always exemplified that approach in its approach to programs for children.

I also want to thank both the Congress and the steering committee, the Department of Education, in making it possible for us to celebrate.

During the 25 years I've been in education, I have had an interest in Title I/Chapter 1 and have had an opportunity to experience the program at the local level as a teacher, at the state level as director of our Chapter 1 program, also at the National level, as chairman of our legislative committee, when I was a member of the National coordinators group, and then, certainly, the opportunity here in 1987 and 1988, to work with many of you staff members that I see and did have such a terrific time in working with this.

We worked through the Hawkins-Stafford Amendments. and that experience was really eye-opening for me in terms of the care that was taken to make certain that that bill was very carefully crafted. It was also gratifying to me to see how carefully members of the committee listened to the experience that I had to offer after having been in the field and worked with the program for that long.

It meant that they were very interested, not simply in the politics, or the drafting of a bill, but they really wanted some legislation that could do good things for kids, that would work well once it got down to the local level. And again, that, to me, as someone who'd worked at the local level, was terrific to know.

As we celebrate the effectiveness of Chapter 1, it really gives us an opportunity, again, to underline how important it is that we support these kinds of programs. Last year, the House suggested a billion dollars in improvements to the Chapter 1 program in additional funding. It was particularly gratifying this year to see that both the House and Senate asked for that billion dollars extra in Chapter 1, that would go a long way toward full funding.

And I certainly hope that as we look at whatever it is that's coming out of the current budget negotiations, that we find a lion's share of that money remaining in that program. Because we all know that it is a program that works, and it is a program where still, currently, we serve less than half of the children who could benefit from the program. So it behooves us to keep up that strong push for adequate funding for our kids.

The success of this program has also led to a number of other programs like it. I am sure that there are a number of other states who have done the same thing. But in 1984, the Washington State legislature did adopt a program virtually identical to Chapter 1, which is funded with state monies, the compensatory ed program called the Learning Assistance Program.

We currently put $7 million per biennium into that program to provide added support to children with the same sorts of needs that children have who qualify for Chapter 1.

Good things have continued to happen in Chapter 1 over these 25 years, accommodating the needs of children, of teachers, of parents, and, certainly, of course, the essential services to children based on the kinds of individual needs that they have.

One of the things that I most pleased to see in the reauthorization in 1988, was the continued stress on additional and more effective parent involvement. Again, research continues to show us that probably the key to making children successful is having parents deeply involved in a meaningful way in their children's education, interested in what's going on, feeling free to be in and out of the school, and supporting the school with what they do with the child at home.

A second key part of Chapter 1 now is the additional collaboration between Chapter 1 and the regular educational programming. Chapter 1 was never meant to take the place of basic education. That remains the responsibility of the states and the localities. What it is meant to do is supplement, to help, to make certain that that education can be effectively delivered to all children, regardless of what kinds of disadvantages they may have.

And it is gratifying to see that there is now, again, a much closer connection and collaboration between regular teachers and Chapter 1 teachers, so that Chapter 1 services do directly support basic education and make it possible for children to be successful in the basic education program.

In parent involvement issues, one other thing that I want to mention at this point is that, again, Chapter 1 has pointed the way here, both with its stress on parent involvement and, also, the unusually successful program initiative that came out of the Secretary's office. We found that our parent advisory council in the State of Washington, wanting to be able to recognize programs, decided that they would begin that same kind of program, specifically to recognize outstanding parent involvement programs.

So beginning this year, we will be inviting local education agencies to apply and tell us what they're doing in their parent programs at the local level, and we will be recognizing them at the state level in much the same way as the Secretary's initiative recognizes programs at the National level.

One of the other key parts of Chapter 1 in terms of trying to bring excellence, as well as equity into the system, was the program improvement piece, which I must comment again, was one of those pieces that as we worked through the legislation, took us the longest to perfect.

As I recall, it was the last afternoon after the last conference that we put the final touches on the wording of that particular piece of the legislation, which only points out how important that was to making certain that the Chapter 1 program grows in its success, so that we're certain that where those funds are being expended, they are being used to the best uses possible in terms of helping students succeed. And I believe we've done that.

It was also wise on the part of Congress to decide there would be a separate appropriation to states specifically for program improvement purposes, because that means that there is a part of the money that comes to the state that can be used for nothing else but making certain that programs improve, and that local districts who need that kind of assistance get that kind of assistance.

So, again, that is one of the pieces of Chapter 1 that is making a big difference.

One of the very interesting pieces, too, that goes along with that particular part of Chapter 1 is that—you may call it "tail wagging the dog." And some of our people did, as we went around the Nation talking about the new legislation and said, "Well, you know, if you have to go in and look at programs for every student, and you have to be sure that these kids are succeeding, that means you're going to have to go back and look at the whole program. Doesn't that mean that Chapter 1 is kind of pushing for program improvement all the way around in the schools?"

And our response was, "You bet. And if it does that, good for Chapter 1, because it makes us go back, then, and look at program improvement overall to make certain that we have good programs for children, and that they are doing the best throughout the educational system." That, in itself, will make Chapter 1 much more effective. If you have the best kind of basic program, then Chapter

1 can truly do what it's meant to do, and that's help for those who are disadvantaged.

One of the things, however, at this point that is increasingly clear, and I would be remiss if I did not comment on it, is that this program was begun back in 1965 as a part of the war on poverty. We haven't won that war. If anything, we've taken steps backwards.

We have been in a system where our social policy has meant that more and more children are living in poverty now than were previously. The largest single group living in poverty are children. The fastest growing group living in poverty are children. And when we have children who come from those kinds of circumstances and then have the attendant health problems, dysfunctional families, lack of support at home, they cannot come into the educational system ready to make use of even the very best system. So we have a long way to go.

I do want to compliment this committee, and particularly the chairman, Mr. Hawkins, for unrelenting support of children and of children's programs, because it is only with that solid base that we are going to be able to make the kind of progress we need to make in making certain that the next generation of children are successful.

And I guess I just want to take this opportunity to urge this committee to maintain that commitment, that bipartisan approach, to be, as Mr. Hawkins has always been, interested in children all over the Nation, not just in children from the district that he represents.

I must say, again, that that was one of the things to me that was most inspiring about working with this committee, knowing that there was not a concern only for the areas that were represented by various members, but also that there was truly a generic concern for all children. It's only with that kind of widespread concern that we will have the kinds of programs that will benefit all the children in this nation.

So, again, I hope that Chapter 1 maintains the kind of leadership that it has shown. Long before others were interested in these areas, Chapter 1 was interested in disadvantaged children, migrant children, children who were dropping out, the children who were of preschool age, who needed help in support services, such as counseling, home visitors, those kinds of things that help children be successful in health services, in services for handicapped children, and in services for those children who are in homes for neglected and delinquent children.

I guess I would just make this comment also. At least in the State of Washington, it is a fact that of our prison population, 84 percent of them are high school dropouts. It costs us over $25,000 a year to house each one of those people. Had we put that money in, on the early end, to support good educational programs for children, we would retain that kind of money; we wouldn't have that kind of population in prison.

And we would not have, in our state alone, our investment—which is no investment, but is, in essence, a waste—87 percent increase in spending for prisons, while we have only a 24 percent increase in spending for schools.

So, again, I cannot underline strongly enough the necessity for leadership from the Federal level to make certain that we do put our resources into children. Everyone who has spoken here today has spoken of the fact that children are, in fact, the basis of our future, that the education of children is the most important thing we can do.

Again, I want to thank this committee on this occasion for always being there with more than rhetoric, with good legislation, and with money where their mouth has been.

Thank you.

[The prepared statement of Judith Billings follows:]

JUDITH A. BILLINGS, J.D. Superintendent of Public Instruction

TESTIMONY OF JUDITH A. BILLINGS
WASHINGTON STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

Before the House Education and
Labor Subcommittee on Elementary, Secondary
and Vocational Education

CELEBRATING THE 25TH ANNIVERSARY OF
THE ELEMENTARY AND SECONDARY EDUCATION ACT

Tuesday, October 2, 1990

Old Capitol Building FG-11 Olympia Washington 98504-3211

Mr. Chairman; members of the House Subcommittee on Elementary, Secondary, and Vocational Education:

It is a pleasure and an honor to be with you today.

I want to thank the members of the committee for this opportunity to present testimony on behalf of the Washington State Office of Superintendent of Public Instruction, the State Board of Education, the federal Chapter 1 Program, and all of Washington state's students who benefit from Chapter 1 services. I appreciate the obvious bipartisan support and concern from all members for advocating children's needs. It is especially gratifying to see a Representative from the state of Washington on the committee to help further the cause of equal educational opportunity for our nation's children.

I am also deeply grateful to the Congress and the Department of Education for providing us the opportunity to help recognize the 25th anniversary of the Title I/Chapter 1 program -- the largest federal program of assistance to elementary and secondary schools for the education of disadvantaged students.

I am proud to be included in this important occasion because the Chapter 1 program has been of special interest to me during my 25 years in education at the local, state,

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Testimony of Judith A. Billings
Washington State Superintendent of Public Instruction

and national levels. I reflect almost daily on the opportunity I had in 1987 and 1988 to work as a staff member with this committee as we drafted the elementary/secondary amendments and moved through to final approval.

The 25th anniversary of the Elementary and Secondary Education Act gives us a chance to celebrate the effectiveness and success of the Chapter 1 program and an opportunity to focus on the importance of providing supplemental compensatory services to preschool, elementary, and secondary students across the nation. In part, this importance was exemplified in Fiscal Year (FY) 1990 when the House Appropriations Committee requested a historic billion-dollar increase for the Chapter 1 program. During this session of Congress BOTH House and Senate appropriators have recognized the importance of Chapter 1, its successes and effectiveness, by recommending more than a billion new dollars for the program in FY 1991. I encourage this committee's continued support for the full funding of Chapter 1.

I am pleased to report to you that your leadership in helping disadvantaged students has not gone unnoticed. In 1984, the Washington State Legislature established a state-funded remediation program that is almost identical to the federally-funded Chapter 1 program. This Learning Assistance Program (LAP) receives approximately

Testimony of Judith A. Billings
Washington State Superintendent of Public Instruction

$70 million in state funds for the current biennium.

Good things are happening in Chapter 1. It is a program that has continued to grow and expand, accommodating many of the needs of local education agencies, teachers, parents, and, of course, students. It is a program that has proven effective in providing essential services to children based on their individual needs. Evaluative findings consistently point to the benefits to participating students, including greater parent involvement, increased collaboration among the student's regular program and supplemental services, and development of successful program improvement strategies which foster and encourage systematic, purposeful change based on reviews of student progress and program objectives.

During the past 25 years, we have witnessed a great deal of growth and modifications to the Chapter 1 program that have emphasized the changing needs of children and the country. The most noteworthy of these changes occurred during the recent enactment of the Hawkins/Stafford Elementary and Secondary School Improvement Amendments of 1988 (Public Law [P.L.] 100-297). Although this enactment continued the original intent of Title I -- "...to provide financial assistance to state and local educational agencies to meet the special needs of such educationally-deprived

children at the preschool, elementary, and secondary levels..." -- it also added new provisions to ensure quality and equal educational opportunities for students.

Prior to commenting on the specific provisions of P.L. 100-297, I think it appropriate at this point to comment and congratulate Chairman Augustus F. (Gus) Hawkins for the thoughtful leadership and initiative demonstrated throughout the reauthorization process. In addition, it is important to acknowledge the perceptiveness and diligent work of the committee members who provided the necessary input. As indicated in my opening remarks, the Chapter 1 program has been in the forefront of federal programs in parental involvement, and activities designed to enhance individual student needs have been a top priority since the program's inception in 1965. The 1988 legislation added several new provisions to enhance the effectiveness of these strengths at the state and local levels.

Most notable of these were the "Program Improvement" provisions. As the centerpiece of the Elementary and Secondary Improvement Amendments, the program improvement plan provides direction as well as a mechanism for annual review of progress at the state, school district, and school building. The purpose of the improvement plan is to assure student and school success through enhanced

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educational services, and ultimately, to maintain and assure the integrity of the federal program.

The school improvement planning has also acted as a catalyst in the formation of another important educational partnership -- that of collaboration among various available services (from the state, community, regional, parental, school district, and school levels) for the purpose of designing and implementing the most effective instructional strategies for all students. In Washington, we have observed a revitalized spirit of broad-based involvement as a result of the program improvement component and we are anxious to continue with our state responsibility to provide support to local agencies to improve their effectiveness. At the federal level, you have been most helpful by providing a separate authorization for funds to assist local agencies in providing direct educational services in schools implementing program improvement plans.

Another important new provision established committees of practitioners for developing the state improvement plan, state rulemaking, and the capital expenses program. These committees consist of administrators, teachers, parents, and members of local boards of education from urban and rural school districts. They are

representative of local curriculum specialists, categorical staff, and state agency personnel, including Chapter 1 staff, the reading and language arts supervisor, the math supervisor and the private school supervisor.

The committee members, with a broad range of expertise and experience, are instrumental in assisting our state agency in implementing the requirements and policies of the new law. They, along with the Chapter 1 State Advisory Council, act in an advisory capacity on many pertinent Chapter 1 topics.

The Hawkins/Stafford Amendments also addressed the need for increased parental participation in the programs. As a result, we are implementing a new and exciting state advisory council activity patterned after the Secretary's *Initiative for Identifying Unusually Successful Programs Serving Disadvantaged Youth.* In our state, the advisory council will be inviting local education agencies to nominate outstanding parental programs which provide strong advocacy for disadvantaged children. The nominated programs will be examined for overall quality and those selected will be acknowledged by the Washington State Board of Education at conferences, Chapter 1 workshops, and in local education agencies. The ultimate outgrowth of this advisory council activity is to develop and disseminate a sourcebook of parent initiated activities

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that are representative of outstanding Chapter 1 programs in the state.

While there are numerous positive aspects to the Chapter 1 program, I would be remiss in not stressing one of the key factors we face in attempting to successfully educate our children. We must keep in mind that the number of at-risk children is increasing at a faster rate than any other portion of our school population. Even though the Chapter 1 program is found in about 90 percent of the nation's school districts, and serves almost five million pupils, it is estimated that roughly half of the eligible student population remains unserved.

Thus, it has become increasingly clear that we must be able to deal with the whole child and be prepared to provide programs that meet their complex and comprehensive needs. To be responsive to their needs requires the cooperative efforts of state and federal agencies, educational institutions, and entire communities. We must all be willing to recognize the problems, seek appropriate solutions and make a concerted effort towards applying programs that can assure student success. The education of children **must** remain our paramount concern.

Mr. Chairman, members of the Subcommittee on Elementary, Secondary, and

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Vocational Education, please continue your unequivocal support for the Chapter 1 program that has meant so much for disadvantaged students. As validated by evaluative findings and research studies, this is a program that has a profound impact on the educational growth of millions of students annually. It is a program that is not only productive in enhancing academic growth, but also has the potential, based on 25 years of experience and expertise, to become the nucleus, through collaboration with other programs, to improve educational quality for all children.

Your approach to the needs of students has been encouraging to all of us for whom education is an everyday working priority. Your positive impact on education, especially the population of at-risk students, has not gone unnoticed by the educational community. It is greatly appreciated.

Thank you once again for this opportunity to present this testimony to you. It is our wish and goal that this 25th anniversary of the Title I/Chapter 1 program be viewed as one important step toward celebrating a "golden anniversary," and many more to follow.

Mr. HAYES. Thank you very much, Dr. Billings.

I should have said at the beginning, your testimony is very meaningful and has a lot of good content to it, which is helpful. Your entire statement, as you know, is a part of the record. Those of you who have prepared statements, the entire statement will be made a part of the record of this hearing, and if you just care to summarize or deal with the highlights of it, it might expedite time a little bit.

Dr. Gilbert.

Dr. GILBERT. Thank you. To the Honorable Augustus F. Hawkins, Chairman, to Congressman William Goodling, to other esteemed Members of the United States House of Representatives Committee on Education and Labor, I bring you greetings from the 48,000 students of the Indianapolis public schools; from the Superintendent, Dr. Lorenzo Dixon; the President of the Board, Mr. Donald Payton; and the Indianapolis community.

May I open this testimony by sharing our commendation to the Chairman for many years of dedicated service and commitment to our nation, and to this deliberative body. We feel that the contribution that has been made will long be a part of what's going on in education in America, and Congressman Hawkins, we commend and congratulate you for your leadership over the years.

First, may I share that I feel it a special honor to be able to sit with you this morning to share several critical issues and celebrate several successes related to the Elementary and Secondary Education Act, and Title I, which I know must be considered by policy makers at all levels if we are going to stem the tide of mediocrity and illiteracy which is streaming out of urban public schools at the elementary and secondary level in this nation.

I am honored to do so at this point in time as we celebrate the silver anniversary of this Act which has provided opportunities for compensatory services to millions of public school students across the Nation.

I appear before you this morning representing 25 years of public school experience, including some five years as an elementary teacher and principal—an elementary teacher, rather, in the St. Louis public schools, some three years as assistant principal and principal in that same system, and 17 years of central office positions, including the last 12 being at executive levels in Illinois, and Virginia, and now in Indiana.

These years in the bowels of urban public education in our great Nation have given me a view and a perspective of the system, which I hope has prepared me to substantially share with you this morning, as we delve into the problems, issues and challenges facing us as we reflect upon the educational reform movement, and the celebration of these 25 years of Chapter 1.

Finally, I come before you from my position as Chairman of the Superintendent's Commission of the National Alliance of Black School Educators, which counts among its membership some 96 black urban superintendents who hold forth in a majority of the urban big-city school systems in our Nation.

There are many positive aspects of Chapter 1 under the Hawkins-Stafford Elementary and Secondary School Improvement

Amendments of 1988 which have operationally improved implementation of the Act. May I share a few of these with you?

The increased level of funding, which will permit more children to be served, which has come out of your deliberations.

The nonmatching requirement for implementing school-wide projects, which has permitted some districts, including the Indianapolis public schools, to have schoolwide projects for the first time.

The goals or mechanisms for parent involvement, which encourage and promote greater parental participation in the educational process, which we all know is absolutely necessary if we're going to make a difference in the lives of young people across this Nation.

The emphasis on the attainment of advanced skills by Chapter 1 students.

The provision of continuity of services to students who continue to be educationally deprived, but who may no longer be in greatest need, for an additional two years.

Emphasis on greater achievement outcomes for Chapter 1 students through the program improvement and school improvement mechanisms.

The provision for reimbursement for capital expenses involved in serving non-public-school students.

The opportunity for districts to assess funding preschool/parent continuing education programs through our Even Start effort.

These are just a few of the reasons for us to celebrate this far-reaching and visionary legislation, and to express appreciation to those of you who possessed the vision to pen the original legislation and shore-up that original law with the 1988 amendment.

Despite the many positives, I must also, during this time of celebration, share some of the program needs and desirables which would assist those of us in the field to serve at a higher level. Our disadvantaged and disenfranchised students, who represent the future of our Nation, need these additional efforts.

Some of these issues are continued higher levels of funding. Many districts like IPS have long lists of eligible students on a waiting list for services. Additional funds would also permit districts to provide the degree of support services that are needed to enhance the instructional programs.

Waiving some of the regulations to encourage districts to pilot promising programs under the Innovative Projects provision of the Act. This is critical, as many times we are unable to move in creative and innovative ways because of the limitations imposed by the contents of the legislation.

A lessening of the paperwork, particularly as it applies to comparability and could potentially apply to implementation of program improvement provisions. Will implementation of local and joint improvement plans end up being mammoth paperwork activities?

Finally, providing additional funds for implementation of schoolwide projects so that funding for schoolwide projects does not decrease funds available for the regular and other Chapter 1 schools in the district.

ESEA Chapter 1 can better serve children in the future through providing adequate funds to permit all eligible students to be served; giving local districts greater flexibility without the burden of regulations in implementing projects as they envision for the

success of their students; continued emphasis on parental involvement; the monitoring and the implementation of program and student improvement requirements to ensure that they lead to increased student performance and not become exercises in paperwork.

May I broaden my comments at this point to share some perspectives of our position which include ESEA, but goes beyond those parameters to include all Federal funding sources. The focus of these final comments will spotlight three critical areas: one, funding; two, teacher/administrator training; and, three, legislative mandate sensitivity.

The historic inflexibility and red tape which accompanies Federal funding is a roadblock to creativity and the implementation of programs which markedly improve the delivery of instruction. Just this past September, we in Indianapolis experienced an example of the Federal guidelines limiting our ability to structure a Chapter 1 program in a way which would have provided a substantially more effective program plan than that which the letter of the guidelines required.

I have indicated, Mr. Chairman, in my prepared document, specifically with relation to that issue, and I would commend that portion of my testimony to your particular attention.

Two, a general unwillingness to fund urban schools by the local community. Too many of the constituents of public schools across this nation have taken to mimic the President in saying, "Read my lips. No new taxes," and have consistently turned down our requests for referenda to support, at a higher level, public education in the local area.

We recommend a couple of things that we commend again to your attention. And I say this again, because I shared about a year ago at this time, a couple of these suggestions to you with relation to breaking the funding deadlock that pervades this nation coast to coast.

It was the thinking that the Federal Government should substantially break that log-jam, by creating incentives which would make it economically feasible for the states to fund schools and/or individuals to invest in schools, and benefit through Federal tax relief, in one of two ways.

The first of these two ways, a Federal mandate of higher levels of allocation based on a formula tied to some accountability standards. Eligibility for such a mandate to kick in would be justification of a funding shortfall within outside limits of legislation set by the Federal Government.

This mandate could be enforced through withholding of Federal education funds for all states and municipalities whose school systems qualify and are approved for participation, similar to the Federal withholding of transportation funds from states unwilling to reduce the 70 mile per hour speed limit to 55 miles per hour a few years ago.

I feel we are in an educational crises which dictates that this nation move forward to help us to break this log-jam of funding.

Secondly, a more innovative approach to incentives would be to establish what I want to call urban education zones akin to this nation's earlier use of urban enterprise zones, in which, in return for

investment in blighted and less desirable areas of the Nation's cities, corporate entities and individuals received tax breaks and other incentives. The urban educational zone would similarly allow Federal tax reliefs or reduction, in return for investment in urban education through municipal bond purchase or other investment vehicles, including direct allocation to schools to underwrite specific program initiatives, with a minimum amount of investment, which must be achieved to qualify for the tax incentives.

Secondly, we must begin to target some of these dollars toward experiential deficits that these young people bring to schools across the Nation. Much of the research on the education of urban minority and poor youngsters suggests experiential deficits on the part of these students contributes substantially to the problems of poor academic achievement which they exhibit.

In order to address this issue on point, we must begin to accommodate these deficits through field trip experiences, which allow the students to make the transfer from the classroom to real-life learning.

Categorical Federal funding, which would support this most costly but necessary component of the education of these youngsters, would assure that the roadblock to learning, lack of experience, would be removed, or at least diminished in the mix.

Fourth, the maintenance of funding levels in all compensatory areas is absolutely critical; that the Congress not retreat from its earlier position on levels of funding for such programs as Head Start, Chapter 1, Even Start, Effective Schools, Magnet/Alternative Schools and Categorical Special Education.

Recent Congressional legislation indicates that the commitment to these funds and their previous funding levels is soft and is sending a horrendous message to those in the urban arena, especially in the face of the push for vouchers and their more acceptable subterfuge CHOICE.

Teacher/administrator training—given the fact that not only are urban school systems underfunded, they are also understaffed, both in terms of number of staff available and willing to work in the urban centers, and in terms of those who are teaching and/or administering in these schools being knowledgeable of the strategies and techniques which are effective with youngsters who bring the demographic baggage which these young people bring.

We would suggest that the Federal Government get involved in helping urban school systems attract the best and the brightest teachers and administrators to the cities. We think this can be accomplished in two ways.

One, through categorical grants to retrain urban educators presently employed in these systems, either though university-based programs or through system-based in-service designed to better prepare them to meet the affective, as well as the cognitive and pedagogical needs of these youngsters.

And secondly, through the awarding of Federal education grants for advanced study, beyond the BA level, to first-year education graduates who are willing to teach, or newly appointed administrators who are willing to administer, in a school system designated as an urban education zone. These awardees would have had to be in

the top quarter of their last graduating class, and be considered a good prospect for these new positions.

Finally, I call the committee's attention to the legislative mandate sensitivity, or insensitivity, if you will, which is often a part of legislation not directly related to education, but which impacts education on a daily basis. There is a real need for House and Senate sensitivity to the effect which some legislation has on the operation of urban schools.

One case in point is the negative effect which some provisions of the Fair Labor Standards Act have on schools and school systems' ability to use the voluntary services of regular hourly employees to assist with such activities as after-school clubs, athletics, evening tutorials, and other educational support activities which assist the system in meeting the needs of these students.

The requirement that no hourly employee may work beyond forty hours per week without receiving either pay at time-and-a-half or compensatory time, precludes, either because of the lack of funds, or inability to support subs in their absence or get along without them, schools' ability to provide for the instructional services or extracurricular activities which are direly needed in the urban enclaves of education in this nation.

In closing, I am honored to be able to have shared with you this morning, as all of our efforts are important to the success of our nation's youth. Each one of us has an important role to play in the education of tomorrow's leaders. My hope is that some of the thoughts and ideas that I've brought to you this morning will be of assistance as you and your colleagues seek legislative solutions to the dilemma of education for all of our students as we prepare them to become productive American citizens.

I again commend the Chairman for his leadership over the years. His presence will be missed, both in the halls of Congress and in the schools across this nation. And I stand ready at this point to answer any questions or to elaborate on any of the issues which I have raised this morning.

Again, commendations and congratulations to the committee.

[The prepared statement of Shirl Gilbert follows:]

INDIANAPOLIS PUBLIC SCHOOLS

OFFICE of the DEPUTY SUPERINTENDENT

Testimony Before
the House of Representatives
of the Congress of the United States of America

Committee on Education and Labor

Augustus F. Hawkins
Chairman

Presented By

Dr. Shirl E. Gilbert II
Deputy Superintendent
Indianapolis Public Schools

October 2, 1990

Testimony Before The Committee
on Education and Labor
U.S. House of Representatives

Shirl E. Gilbert II

To the Honorable Augustus F. Hawkins, chairman,to Representative William F. Goodling and to other esteem members of the United States House of Representatives Committee on Education and Labor, I bring you greetings from the 48,000 students of the Indianapolis Public Schools, the Superintendent, Dr. Lorenza Dixon, the President of the Board, Mr. Donald Payton and the Indianapolis community.

May I open this testimony by sharing our commendation for the many years of dedicated service and commitment to our nation and to this deliberative body on the part of the esteemed chairman the Honorable Augustus F. Hawkins.

First may I share that I feel that it is an honor to be able to sit with you this morning and share several critical issues and celebrate several successes related to the Elementary and Secondary Act (ESEA) which I know must be considered by policy makers at all levels if we are going to stem the tide of mediocrity and illiteracy which is streaming out of our public elementary and secondary schools in the urban centers across this nation.

I am honored to do so at this point and time as we celebrate the silver anniversary of this act which has provided opportunities for compensitory services to millions of public school students across this nation.

I appear before you this morning representing twenty-five (25) years of school experience including:

Five (5) years as an elementary school teacher in the St. Louis, Missouri Public Schools, in a school (Carr-Lane Elementary School) situated in the Pruitt-Igoe Public Housing Project.

Three years as an assistant principal and principal of the same school.

Seventeen years (17) as a central office administrator Twelve (12) years of which have been at the highest executive levels of three urban public school systems.

These years in the bowels of urban public education in our great nation, have given me a view and a perspective of the system which I hope has prepared me to substantively share with you this morning as we delve into the problems, issues, and challenges facing us as we reflect upon the educational reform movement.

Finally, I come before you from my position as Chairman of the Superintendent's Commission of the National Alliance of Black School Educators which counts its membership some ninety six (96) Black urban Superintendents and who hold forth over the majority of the major urban school systems in our nation.

There are many positive aspects of Chapter 1 under the Hawkins Stafford Elementary and Secondary School Improvement Amendments of 1988. May I share a few of these with you:

. the increased level of funding which will permit more children to be served.

. the non-matching requirement, for implementing school-wide projects, which has permitted some districts, including the Indianapolis Public Schools, to have school-wide projects for the first time.

. the goals are mechanisms for parent involvement which encourage and promote greater parental participation in the educational process.

. emphasis on the attainment of advanced skills by Chapter 1 students

. provision of continuity of services to students who continue to be educationally deprived, but who may no longer be in greatest need, for an additional two years

. emphasis on greater achievement outcomes for Chapter 1 students through the program improvement and school improvement mechanisms.

. provision for reimbursement for capital expenses involved in serving non-public school students.

. opportunity for districts to access funding preschool/parent continuing education programs through Even Start.

These are just a few of the reasons for us to celebrate this far reaching and visionary legislation and to express appreciation to those of you who possessed the vision to pen the original legislation and shore-up the original law with the 1988 amendment.

Despite the many positives, I must also during this time of celebration, share some program needs and desirables which would assist those of us in the field to serve at a higher level, our disadvantaged and disenfranchised students who represent the future of our nation. Some of these issues are:

- Continued higher levels of funding. Many districts like IPS still have long lists of eligible students on a waiting list for services. Additional funds would also permit districts to provide the degree of support services that are needed to enhance the instructional programs.

- Waiving of some of the regulations to encourage districts to pilot promising programs under the Innovation Projects provision.

- lessening of the paperwork particularly as it applies to comparability and could potentially apply to implementation of the program improvement provisions. Will implementation of local and joint improvement plans end up being mammoth paperwork activities.

- providing additional funds for implementation of school-wide projects so that funding for school-wide projects does not decrease funds available for other Chapter 1 schools.

ESEA Chapter 1 can better serve children in the future through providing adequate funds to permit all eligible children to be served; giving local districts greater flexibility without the burden of regulations in implementing projects as they envision for the success of their students; continued emphasis on parental involvement; and monitoring of the implementation of program and student improvement requirements to ensure that they lead to increased student performance and not become exercises in paperwork.

May I broaden my comments to share some perspectives of our position of our position which includes ESEA but goes beyond those parameters to include all federal funding sources. The focus of these final comments will spotlight three critical areas:

1. Funding

2. Teacher/Administrator Training

3. Legislative Mandate Sensitivity

Funding

1. The historic inflexibility and red tape which accompanies federal funding is a roadblock to creativity and the implementation of programs which markedly improve the delivery of instruction. Just this past September, we in Indianapolis, experienced an example of the federal guidelines limiting our ability to structure a Chapter I program in a way which would have provided a substantively more effective program plan than that which the letter of the guidelines required.

May I share the substance of that situation with you. We in I.P.S. had developed a program which was designed to serve the poorest performing youngsters in the third, fourth, and fifth grades as identified by the achievement test data required by Chapter I eligibility criteria. The program, CURRICULUM ENRICHMENT ROOMS, was structured to take the poorest performing students and put them in a homogeneous classroom, with the best teacher we could identify, a pupil/teacher ratio of no more than sixteen to one, specially selected materials, and a physical environment which was bright and colorful and very different from the other classrooms in the building. To this situation we added a hand-picked para-professional, instructional materials reflecting high interest and low level content, as well as unique instructional and support materials designed to allow success and generate interest, and to promote improved self concept and self awareness.

The proposal was very comprehensive and well received by the state department officials who reviewed and approved these proposals for expenditure of federal compensatory education funds. Despite these facts, the supplanting limitation was evoked and we were informed that since this program was not a pull-out program and was a stand alone self-contained program, that we could not implement it with federal funds unless we count the student enrollment of each in half and funded the second half in a similar class setting that was funded with general funds generated at the local education agency level.

This position espoused by the state officials, even when appealed and discussed in a hearing, was not changed. We are presently implementing the program in a way which waters down both the impact on the numbers of students served and the affective issue of self esteem due to the unique nature of the program if structured as originally designed. The district's lack of funds precludes our replicating the effort in like class rooms in each building, and the supplanting interpretation prevents our provision of this powerful program to all the students who, by virtue of their poor performance, are eligible to be served.

This is just one example of the difficulty we in the educational arena find as we seek to use federal funds to meet the needs of urban city youngsters who are often poor, Black, and behind, and who would benefit greatly from more flexibility in the use of these funds.

(2) General unwillingness to fund Urban Schools by the local community

As has been the case over recent years, the local funding mechanism have not favored increased direct taxes or indirect allocation of monies to local school districts. More often than not, local tax payers and/or state legislators have been unwilling to provide increased funds, partially due to the perceptions that the schools were not as good as their county, suburban, private and parochial counterparts. These perceptions, while seemingly sound, are based on the faulty premise that all things are equal between and among these different educational entities, which as each of you knows is not true.

It is my thinking that the federal government could substantively break this log-jam of school funding by creating incentives which would make it economically feasible for the states to fund schools, and/or for individuals to invest in schools and benefit through federal tax relief, in one of two ways:

a. Federal mandate of higher levels of allocation based on a formula tied to some accountability standards. Eligibility for such a mandate to kick-in would be justification of a funding short-fall within outside limits set in the legislation. This mandate would be enforced through withholding of federal education funds for all states and municipalities whose school systems qualify and are approved for participation, similar to the federal withholding

of transportation funds from states unwilling to reduce the 70 mile per hour speed limit to 55 mph, during the energy crises. I feel we are in an education crises which dictates such action.

b. A more innovative approach to incentives would be the establishment of URBAN EDUCATION ZONES akin to this nations earlier use of urban enterprise zones, in which in return for investment in blighted and less desirable areas of the nation's cities, corporate entities and individuals received tax breaks and other incentives. The URBAN EDUCATION ZONES would similarly allow federal tax relief or reduction in return for investment in urban education through municipal bond purchase and/or other investment vehicles including direct allocation to schools to underwrite specific program initiatives, with a minimum amount of investment which must be achieved to qualify for the tax incentives.

3.) Experiential Dollars

Much of the research on the education of urban minority and poor youngsters suggests, experiential deficits on the part of these students contributes substantively to the problems of poor academic achievement which they exhibit. In order to address this issue, on point, we must begin to accommodate these deficits through field trip experiences, which allow the students to make the transfer from the classroom to real life learning.

Categorical federal funding, which would support this most costly but necessary component in the education of these youngsters, which would assure that this roadblock to learning (lack of experience) would be removed or at least diminished in the mix.

4.) Maintenance of funding levels in all compensatory areas.

It is absolutely critical that the Congress not retreat from its earlier position on levels of funding for such programs as:

- Chapter I
- Head Start
- Even Start
- Effective Schools
- Magnet/Alternative Schools
- Categorical Special Education

Recent congressional legislation indicates that the commitment to these funds and their previous funding levels is soft, and is sending a horrendous message to those of us

in the urban educational arenas, especially in the face of the push for vouchers and their "more acceptable" subterfuge CHOICE.

Teacher/Administrator Training

Given the facts that not only are urban school systems underfunded, they are also understaffed, both in terms of number of staff available and willing to work in the urban centers, and in terms of those who are teaching and/or administering in these schools being knowledgeable of the strategies and techniques which are effective with youngsters who bring the demographic baggage which they bring. We would suggest that the federal government get involved in helping urban school systems attract the best and the brightest teachers and administrators to the cities. We think this can be accomplished in two ways:

1. Through categorical grants to retrain urban educators presently employed in these systems, either through university-based programs or through system-based in-service designed to better prepare them to meet the affective as well as the cognitive and pedagogical needs of these youngsters, or

2. Through the awarding of federal education grants for advance study, beyond the BA level, to first year education graduates who are willing to teach or newly appointed administrators who are willing to administer in a school system designated as an URBAN EDUCATION ZONE. These awardees would have had to be in the top quarter of their last graduating class, and be considered a good prospect for the new position.

Legislative/Mandate Sensitivity

There is a real need for House and Senate sensitivity to the effect which some legislation has on the operation of urban public school systems, and to take action to exempt schools, where and when appropriate, from the provisions of said legislation.

One case in point is the negative effect which some provisions of the Fair Labor Standards Act have on schools and school systems' ability to use the voluntary services of regular hourly employees to assist with such activities as after school clubs, athletics, evening tutorials, and other educational support activities which assist the system in meeting the needs of its students. The requirement that no hourly employee may work beyond forty (40) hours per week without receiving either pay at time-and-a-half or

compensatory time, precludes, either because of lack of funds or inability to support subs in their absence or get along without them, our ability to provide for the instructional services or extracurricular activities which are needed.

Closing Remarks

I am honored to have been able to share with you this morning as all of our efforts are important to the success of our nations youth. Each one of us has an important role to play in the education of tomorrows leaders. My hope is that some of the thoughts and ideas that I have brought to you this morning will be of assistance to you as you and your colleagues seek legislative solutions to the dilemma of education for ALL of our students as we prepare them to become productive American citizens.

I stand ready to answer questions or to elaborate on any of these issues or ideas with members of the committee and or staff, at your convenience.

Again, congratulations on your silver anniversary!

Mr. HAYES. Dr. Baker.

Dr. BAKER. Thank you.

I am Gwendolyn Calbert Baker, president of the New York City Board of Education and vice chair of the National School Boards Association's Council on Urban Boards of Education. And I'm pleased to have this opportunity to testify before the House Subcommittee on Elementary, Secondary, and Vocational Education on behalf of the 97,000 local school board members across this country who set policy for the education of our children. I am here before you today because of NSBA's strong commitment to a vital Chapter 1 program.

NSBA stands for full and equitable funding of public education, equal educational opportunities for all, and educational excellence. These are also the key principles embodied within the Chapter 1 program. And after 25 years, we know much good has been accomplished through Chapter 1. Sixty-eight billion has been spent to support these principles and to assist more than 145 million disadvantaged school children in the aggregate to improve their academic performance.

But we also know that much more needs to be done. And our commemoration, therefore, is less a celebration of an event in time and really more of a recognition of new challenges. Our Nation must assure that all children in America, regardless of their position in life, have equal access to quality education.

Chapter 1 has long been a program of special importance for urban school districts. And according to an NSBA study of large urban school districts, Chapter 1 funding in 1989-90 reached a billion dollars—a figure that does not include last year's landmark increases. In study after study, including the recent National Assessment of Educational Progress, data report real achievement gains by disadvantaged school children living in urban districts. Progress is being made, and gaps between the "haves" and the "have nots" in education are closing.

But we cannot afford to let up now. The reality is that a third of all children living in cities are poverty-stricken—a full 10 percent higher than the National average. The demands are growing on schools to perform better with fewer resources, and provide essential health and social services in addition to the traditional academic program. As society comes to recognize the total service needs of children, Chapter 1 must be financially strengthened to address the educational piece of this new equation.

Fortunately, the means to secure this strengthening have been established within the Hawkins-Stafford Amendments of 1988. Through the foresight and leadership of Mr. Hawkins, and through the steadfast commitment of the members of this subcommittee, the Chapter 1 program now offers greater latitude, flexibility and innovation for local school districts to run their own programs.

The intent of the amendments is to place the greatest energies and resources on the highest concentration of disadvantaged children. Particularly in New York, where 230,000 Chapter 1 students are being served, the school board has struggled from more than two years to identify better ways to meet the educational needs of our students through Chapter 1. For us, the real value of Hawkins-

Stafford was its return to Chapter 1's original intent of concentrating resources.

We now believe in our city that we have a much better formula, one that is much fairer than before, because it truly concentrates resources on the students with the greatest barriers to learning.

We still have much to do to revitalize our Chapter 1 program. There are no easy answers, and much political courage is on the line. But the message we bring back to you today from our experience is that focusing priority attention on the problems of schools with the most poverty-stricken children is the key that unlocks school improvement for the rest of the Nation.

For the Chapter 1 program, we hope Congress will continue to expect students to achieve higher levels of performance than before. And we encourage that even greater creativity and flexibility be given to local schools to do the job effectively. In short, Hawkins-Stafford has set Chapter 1 on the right track; we need Congress to keep it moving in the right direction.

The Hawkins-Stafford Amendments have provided local school districts with many new incentives to revitalize their Chapter 1 programs. In one important area, parental involvement, several urban districts are developing creative ways to involve Chapter 1 parents directly in their children's education.

For example, the Orleans Parish Board of Education in New Orleans offers a joint evening course on computers for Chapter 1 students and their parents.

The Indianapolis public schools sponsors a dial-a-teacher homework hotline, operated by Chapter 1 teachers and volunteers.

And in the San Diego public schools, a special parent center offers parents handbooks, training, homesite assistance, homework hotlines, and a home learning program.

Many, many more examples exist, but the point is that a child's nonschool environment and home life play as critical a role in how he or she performs in school as any other factor. And Chapter 1 properly focuses attention on the need to reach parents of these children, children in the greatest need and to involve them directly in the education of their children.

NSBA believes that addressing the needs of the whole child is critical for effective delivery of basic services to disadvantaged children. We are committed to working with Congress and the committee on meaningful strategies to knit together the health and the social programs to really meet this challenge. But to be successful, it requires a strong educational foundation, which Chapter 1 must continue to provide.

The ability of local school districts to set higher expectations and achieve desired outcomes for their Chapter 1 programs also depends on adequate funding. Local school districts are greatly encouraged by the landmark increases in the basic and concentration grant programs of last year, and the hope of a billion dollars more this year.

We must continue on towards the goal of full funding. Despite the increases, only half of the total eligible population will be served by Chapter 1 this year. Full funding requires a total investment of about $12 billion. After 25 years of progress in educating

society's children who are most in need, can we, the Nation that we are, the United States, afford not to finish the job?

On a personal note, on Sunday I attended the International Summit for Children at the United Nations. It focused on three critical themes: child survival, insuring that our children are protected, and enhancing child development. As I sat there, I was struck by how these themes complemented the basic educational principles of Chapter 1.

Our country is now uniting with the world to assure the well-being of its children. Central to this is the need for basic quality education. Chapter 1 provides this and should be viewed as a model of preeminent educational opportunity for those children whose needs are the greatest.

Mr. Hawkins, in May of this year, as the National executive director of the YWCA of the USA, my colleagues and I had the privilege of honoring you at a breakfast for the many contributions that you have made helping to improve the life of all in this nation.

And today, on this 25th anniversary, it also gives me additional pleasure, on behalf of the National School Board Association and the local school boards nationwide, to recognize you, Mr. Hawkins, on the eve of your retirement from Congress. You will always be thought of as a wise and caring legislator, a tireless advocate for equity and excellence in public education, and a very strong champion of Chapter 1.

Thank you, Mr. Hawkins, for what you have given our children, the children of this Nation.

Mr. HAYES. Ms. Hirshman.

Ms. HIRSHMAN. Mr. Chairman, members of the committee, I am Joanruth Hirshman, and I am the principal of the Anna Lane Lingelbach Elementary School in Philadelphia, Pennsylvania, the School District of Philadelphia. I am proud to have this opportunity to publicly thank this committee and Congress for the ability to implement Chapter 1 schoolwide projects.

The Philadelphia School District's schoolwide project schools are blessed with outstanding commitment from our Superintendent of Schools, Dr. Constance E. Clayton, and the offices of instructions, categorical programs, our schoolwide projects office, and our subdistrict support staff, as well as support and assistance from the Pennsylvania State Department of Education and its director of Federal programs.

Lingelbach School is an urban school with a 99 percent minority population, and a racially integrated staff. We have a large transient population, in part due to an ever-changing population of children living in a large private shelter just recently closed because it was considered uninhabitable. Each classroom has a group of truly homeless children without one regular place to go at the end of the school day.

You have given us the tools, the schoolwide project dollars that we have needed to be able to implement measures that have resulted in success—immeasurable success. In every grade, for the two years that we have been a part of schoolwide projects, we have demonstrated gains for every criteria. Indeed, we have demonstrated significant gains.

In parental involvement, our home and school, our senior citizen volunteers—we have increased the numbers dramatically.

Our attendance—we are at the poor urban school—has increased to 92 percent. It would have been better, but we had chickenpox. This school year, we've started with a 94 percent average daily attendance. And we are basing our student attendance not on the 80 percent measure of the student population, but on 100 percent of the student population.

Lingelbach School students who are Chapter 1 eligible increased by almost 8 points on the normal curve equivalent in reading in one year from pre- to post-test. And by 11½ points in math in one year from pretest to post-test—significant gains.

The percent of items correct on standardized tests when we started as a baseline in June 1988, was below our subdistricts—since we were such a large city and divided into subdistricts—it was below the city of Philadelphia. In every grade, we are at least equal and in most cases, significantly higher now, in the percentage of items correct on nationally standardized tests, than both the subdistrict and the city for all of our children, and our Chapter 1 children.

Our increase in grades—when report cards for our Chapter 1 eligible children exceeded the goals set in reading and math, with 11 percent increase in reading and an 8 percent increase in math, are both higher than set state goals.

Schoolwide projects has enabled Lingelbach School to succeed through empowering the staff. Being able to decide for the unique needs of our own school community is real power for a staff of teachers and for parents who are involved. There is real ownership of the program.

It has enabled us to have additional staff, such as a program support teacher, who not only teaches, but assists in staff development, shares responsibility with me in the collection, monitoring and review of data.

We have eliminated pullout programs, where in the past our Chapter 1 children were pulled out just at the reading and math time of their regular classmates.

There is increased time on tasks. The children are not walking down their schoolways. They are in their classrooms. Teachers teach and all support staff are in the classrooms, so we no longer have 30 and 33 children with a teacher. We have put our money into assistants who are well-trained and into having all support teachers in classrooms. Some classes are broken into halves and thirds. There are always at least two or three adults in every classroom at reading and math time for every grade.

We have been able to activate an active pupil support committee so that we can prevent, and be proactive, and discuss the needs of youngsters and their various learning styles to implement and to provide a follow-up to see how they are doing and then to provide support for each of the youngsters to prevent failure.

We have been able to purchase materials not otherwise available, such as the tapes of the books, the audio tapes of the literature books, and the poetry that the children are reading so that they can back on their own at the listening centers that you've been able to provide for us through the funding and to listen to the stories over and over again, and to follow them; and to provide an-

thologies and puppets for the children to act out the stories and to have greater experiences with reading.

I was listening to one of the previous speakers talk about experiential activities. Well, we've been able to do that by providing one teacher through schoolwide projects and another through operating budget with a special audio program, to give children greater motivation and a reason for wanting to read and wanting to write, and wanting to be able to communicate orally effectively, producing audio tapes for other children. And we have a prize-winning tape that the children produced on learning to read.

We've been able to provide continuous and ongoing staff development and the effective schools literature, so that we can base the philosophy of what we are doing and follow each of those guidelines in the research and implement each to its fullest. We've been able to do this because we have had strong school district support from our central administration through our subdistrict administration.

Based upon our experiences at Lingelbach School, we do have some concerns and recommendations for the future, and they include a very real concern that we test in June for effective evaluation purposes. Therefore, it is not possible to receive nationally standardized test scores until August. Schools that would no longer be eligible for funding as a result of data received would suffer disastrously if suddenly not eligible for school education projects in September.

All prior planning based on materials, budget and staffing supports would be cast aside, and gains that were made would fall. We urge you to consider grandfathering schools in that position for an additional year to facilitate smooth and orderly transition of service delivery to children.

We also ask you to consider the very essential reality of transient populations in urban cities, and provide a factor to recognize the significant difference between a school population that has a majority of poor students for an entire year or four years, as compared with an ever-changing school population. Disparities in data can be attributed to children arriving from other sites only a day or two before testing.

For instance, the largest total Lingelbach school population at any one time during the 1989–1990 school year was 363 students. The total number of children admitted and dismissed was 621 for that same school year. We work hard and we plug our children in, and we give them concentrated support, and we bring them up to level. But it's difficult to do that, and we need to recognize that there is an extra problem in transient schools.

On behalf of all schools with transient populations, please reexamine the use of normal curve equivalent pre- and post-test scores. They do not always constitute a relevant measure. Transient students are measured by a pretest at one school and a post-test in another, with the possibility of attendance at several additional schools between the two tests.

Please hold schools accountable for instruction actually provided at a site. It is essential that schools also be held accountable for a variety of success indicators. A single measure cannot be valid. Parental involvement, teacher attitudes, community perceptions, as

well as report card grades, standardized test scores, average daily attendance, and normal curve equivalent gains are relevant.

And lastly, it is essential to note that where school populations are in constant flux, mere maintenance of academic achievement levels is a gain. Progress obtained merits considerably more attention than the numbers sometimes indicate.

The recommendations of the Lingelbach staff can be condensed into one sentence: Please continue to provide funding. It sounds as though it is the theme of the morning, but maintenance of our levels of success require continuation of the same funding levels. New groups of children are appearing with greater needs than previous students, and we are anxious to continue providing success for all newly admitted students.

It is not possible to provide the services to produce the gains that our students have made without schoolwide project dollars, or the flexibility that schoolwide project gives us to address the needs of our own school population. One teacher asked me to thank the committee for giving us the opportunity to do what we felt was needed for our children to be successful.

Thank you.

[The prepared statement of Joanruth Hirshman follows:]

Written Testimony
September 28, 1990

To: The Subcommittee on Elementary, Secondary and Vocational Education
8346-C Rayburn H.O.B.

From: Mrs. Joanruth Hirshman, Principal
School District of Philadelphia
Lingelbach Elementary School
Wayne Avenue and Johnson Streets
Philadelphia, Pennsylvania 19144

The Anna Lane Lingelbach Elementary School, School District of Philadelphia, Pennsylvania is proud to have this opportunity to publicly thank this committee and Congress for the ability to implement Chapter I, Schoolwide Projects. We choose to refer to our program as "the gospel" of Schoolwide Projects that enables and encompasses belief in students, parents, staff, and administration. We have been given the ability through Schoolwide Projects to determine and satisfy staffing needs, acquire requisite materials, develop staff programs and parental involvement programs as the Lingelbach staff determines relevant according to the unique needs of our school and community population. It is a recipe for empowerment and motivation for positive change. Public schools are the generating force of a democracy from one generation to another. Given the tools to create, an empowered staff with community support can produce significant change.

The Philadelphia School District Schoolwide Projects Schools are blessed with outstanding commitment from Superintendent of Schools, Dr. Constance E. Clayton, the School District Office of Instruction, the School District Office of Categorical Programs, the Schoolwide Projects Office, and sub - district support staff. Certainly, the support and assistance from the Pennsylvania State Department of Education and especially the Director of Federal Programs, has allowed Lingelbach School and all Philadelphia

Schoolwide Projects Schools to address site based concerns for the benefit of our children. Chapter I Schoolwide Projects will provide programming for Lingelbach students totaling $242,152 for the 1990/91 school year. The Schoolwide Projects budget for the last school year (1989/90) at Lingelbach School was $228,874.

Lingelbach School is an urban school with a 99% black student population and a racially integrated staff. The current student population numbers 317. At the end of June 1990, the student body numbered 363. The total number of children admitted and dismissed was 621 for that same year. More than 75% of the children are from low income families.The large transient segment of the population results from the number of apartment buildings with monthly and yearly rentals. In addition, each classroom has children who are truly homeless and do not have one regular place to return to at the end of the day. Until the end of the June 1990 school year, a large privately owned shelter was "home" to an ever changing population of children who attended Lingelbach School. Children of all ages in that shelter congregated in a large common room with little supervision or intervention. Children and adults would bring their anger and quarrels to the school.

Academic education for children from kindergarten through fifth grade is supported by the teaching of "Interpersonal Cognitive Problem Solving", developed by Hahnemann University, to foster independent conflict resolution. In addition to the grade room

classes, there are three (3) special education classrooms: a resource room, a class for children who are socially, emotionally disturbed and or learning disabled, and a special needs kindergarten class. All are full day programs. The students attending these classes are all neighborhood children. Only the special education children are provided bus transportation.

Music, physical education, and science are taught in the classrooms of specialist teachers. All other subjects are taught in self contained classrooms. A reading teacher provides support to teachers and students within classrooms. Three full day classroom assistants provide support, remediation, and enrichment to the primary grades.

Chapter I Schoolwide Projects allows the Chapter I Mathematics Resource Teacher to provide instruction for children within the traditional classroom setting as determined by assessed need. Half day Chapter I assistants provide the identical services of the full day assistants during mathematics and reading instructional time to children in grades two through five. A full time counselor provides service as does a three day per week pediatric nurse practitioner. The Chapter I School Community Coordinator provides a needed link between the school and the children's homes since many of our children have inconsistent telephone service or no telephone service at all.

The Philadelphia School District Standardized Curriculum is followed with adherence to the marking guidelines and the promotion policy. Additional programs that existed prior to Schoolwide Project implementation include: choir practice; Latin instruction for fourth and fifth graders; limited after school tutoring; percussion and woodwind instrumental lessons.

Schoolwide projects has enabled Lingelbach School to:

(1) provide a Program Support Teacher who is responsible for a minimum of ninety minutes of direct instruction to children each day and who provides ongoing support and direction to all staff members on a daily basis. This lead teacher also conducts staff development sessions for professional and non-professional staff members and assists in the flow of the Schoolwide Projects program. A key element of this position is a direct shared responsibility with the principal in the collection, monitoring, and assessment of data.

(2) replace all "pullout" academic supportive services and to institute total "in class" delivery of services to all children requiring assistance. Greater time on academic instructional tasks is achieved by eliminating the need to physically separate a labelled Chapter I child. All the children are now entitled to delivery of all services based on ever changing needs.

(3) create an active Pupil Support Committee chaired by the Schoolwide Projects Program Support Teacher and the counselor. The committee meets weekly to review teacher concerns regarding

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students and to develop programs of prevention and remediation for children.

(4) allocate funding for staff to supervise after school homework clubs. A place for homework is essential for homeless and shelter children attending the school who do not have reference books or a place to complete homework at home. In addition, it is often not safe for children to walk through local drug dealing territory to have access to the local library.

(5) access intensive service support for children and staff members from the school district in reading, mathematics, science, social studies, and pupil attendance.

(6) provide supplementary instructional equipment, materials, and learning aids. Mathematics manipulative materials, classroom libraries, literature books, poetry books, anthologies, puppets to act out stories, tape recorders, listening centers, and audio tapes of stories and poems have all been purchased.

(7) empower the staff to decide its own unique needs. The ability to make budgetary decisions regarding staff and materials is true ownership of a program and empowerment.

(8) institute a unified language arts program which we term, Communications Arts Network. One teacher is paid with Schoolwide Project funds, the second teacher from the regular school district budget. Each child in the school contributes to a yearly literary magazine that is published and distributed to each student. The program provides total integration of the reading/language arts curriculum. Children experience publication

of their written work, dramatization, and production of video programs for children by children. Lingelbach children and the two responsible teachers produced a video tape extolling the virtues of reading that was presented on public television in Philadelphia at the end of the last school year. The tape is being considered for presentation on national public television. What could be a more powerful motivation for children to write and to speak with accomplishment? The increased self-esteem and pride is obvious. Only Schoolwide Project dollars could have funded our cost of the teacher, materials, and publication.

Plans underway for the current school year include the study and presentation of fairy tales and myths from around the world. The Communications Arts network Teachers have arranged for international performances of music, dance, puppetry, and mime. In addition, museum visits and lessons will further augment the stories and poems from countries around the world. Children are to be inundated with language.

(9) have a Schoolwide Projects School Community Coordinator and a Schoolwide Project Community Assistant monitor attendance and punctuality with the guidance of the Schoolwide Projects Program Support Teacher on a daily basis.

(10) expand after school tutoring and enrichment activities.

(11) provide violin lessons for children beginning in kindergarten. Schoolwide Projects provided an enhanced community

perception that facilitated acquisition of funds for violins from outside foundations and from the Philadelphia School District.

(12) enable staff to develop an "adopt a student" program.

(13) publish a school newspaper

(14) establish a senior citizen program for tutoring which fosters intergenerational and interracial relationships. Lingelbach senior citizen tutors, on their own initiative, wrote letters to Philadelphia City Council members asking to have their taxes increased to support the Philadelphia Schools during Spring 1990 budget hearings. The seniors were impressed with the Lingelbach educational program and actively lobbied in support of Philadelphia Public Schools.

(15) assure that paid Schoolwide Projects staff development programs are ongoing. We are learning and incorporating effective schools research within our programs on a daily basis. Proud staff members wear buttons that state "Excellence through Effective Instruction".

(16) enjoy an enhanced public image which resulted in adoption of the school by the local civic association and a nearby McDonald's restaurant.

LINGELBACH ACHIEVEMENTS

Lingelbach School has demonstrated significant accomplishment in the first two years of Schoolwide Projects implementation through parental involvement, improved average daily attendance, national testing percentage of items correct, normal curve equivalent of

mean scores, and report card grades for the total school population and for Chapter I eligible children.

(1) Parental Involvement

Parental participation steadily increased during the 1989/90 school year. The Home and School Association expanded from three to more than one hundred families during the 1989/90 school year. The evening open house had a parental attendance of three hundred twenty-six (326) people. It was a regular meeting devoid of any controversial issues.

A total of one hundred ninety-six (196) parents attended student authors' teas held in individual grade classrooms. The "teas" are conducted throughout the school year in grades one through five. All children are authors. Forty-eight (48) parents attended the parenting workshops sponsored by the William Penn Foundation specifically for Lingelbach School parents. Only twenty parents did NOT attend report card conferences during the 89/90 school year. Of the twenty, fourteen conducted conferences by telephone. Grandparents have participated in back to school days.

The 1990/91 year has just started and membership is already swelling beyond last year's total. Twenty parents attended the first organization and planning meeting for this school year.

The Association, led by an active and complete executive board, has an ambitious agenda planned for this year. Mathematics and reading "Make and Take" materials workshops, classroom volunteer

activities, parent trips and parenting workshops have been planned. Home and School parents are participating in school planning sessions. Parent council sessions are planned on a regular basis throughout this school year.

The support of the Home and School Association, the civic association and the restaurant provides incentive awards for attendance, punctuality, academic improvement, citizenship, and honor roll. Children and their parents are awarded honor roll buttons in recognition of the importance of parental involvement in academic achievement. Home and School also provides ice cream parties for classes earning "We caught you being good Lingelbach dollars". The "dollars" with a caricature of Anna Lane Lingelbach, school name sake, in the center are awarded when support and specialist teachers and/or the principal observe individual children or the entire class behaving in an exemplary manner.

Parents assist school staff in insuring a positive and orderly learning environment.

(2) The goal of Schoolwide Projects is to increase the average daily attendance to the extent that 80% of the students will attain a 95% attendance rate. Lingelbach School has achieved a 92.2% attendance rate for 100% of the students. Attendance through March 30, 1990 was 93.34%.

(3) One way of reporting student standardized test results is the normal curve equivalent of the mean score. This reporting method is used for reporting scores nationally. The goal of Schoolwide Projects is to increase scores in reading and mathematics by two points each year for Chapter I eligible children. Lingelbach School demonstrated significant gains in the normal curve equivalent scores for both Chapter I eligible children and the total school population.

Normal Curve Equivalent Gains: Chapter I Children

Chapter I eligible children demonstrated a 7.72 normal curve equivalent increase in reading and an increase in mathematics of 11.55 for the school year ending June 1990.

Table I: Reading Normal Curve Equivalent Gains - Total School

GRADE	JUNE 88	JUNE 90
2	32	56
3	40	50
5	45	49

Table II: Mathematics Normal Curve Equivalent Gains - Total School

GRADE	JUNE 88	JUNE 90
1	56	73
2	47	61
3	46	62
4	42	57
5	41	52

(4) The goal of the Schoolwide projects program is to increase the percent of items correct on standardized tests by 5%. Total school results are are noted below:

TABLE III: READING - PERCENT OF ITEMS CORRECT - STANDARDIZED TESTS

GRADE	JUNE 88 %	JUNE 90 %
1	64	82
2	60	85
3	62	74
4	62	68
5	50	63

TABLE IV: MATHEMATICS - PERCENT OF ITEMS CORRECT ON STANDARDIZED TESTS

GRADE	JUNE 88 %	JUNE 90 %
1	78	92
2	65	88
3	63	73
4	59	73
5	56	65

(5) Report card grade goals for Schoolwide Projects state that the number of students earning A's and B's will increase by 10%. The number of students earning D's and F's will decrease by 5%.
The increase of 10% was met and exceeded by grades 1, 3, and 4 in reading/English/language arts. The increase of 10% was met and exceeded by every grade in mathematics.
The decrease of 5% in D's and F's in was met by each grade level in reading and mathematics.

TABLE V: READING - PERCENT OF A'S AND B'S

GRADE	JUNE 88 %	JUNE 90 %
1	48	75
3	49	60
4	72	74

TABLE VI: MATHEMATICS - PERCENT OF A'S AND B'S

GRADE	%	%
1	54	78
2	49	71
3	36	63
4	46	64
5	14	69

Table VII READING - PERCENT OF D'S AND F'S

GRADE	JUNE 88 %	JUNE 90 %
1	35	13
2	26	9
3	40	24
4	10	0
5	11	0

Table VIII MATHEMATICS - PERCENT OF D'S AND F'S

GRADE	JUNE 88 %	JUNE 90 %
1	37	12
2	21	2
3	45	16
4	24	19
5	51	20

The results achieved are directly attributable to the elements specified by the effective schools literature. The effective schools' findings are the beliefs upon which Lingelbach School has based its Schoolwide Projects efforts. Those elements are: high expectations for all students, strong instructional leadership, well-defined school goals, ongoing staff training on a schoolwide basis, input by staff over instructional and training decisions, a calm and orderly environment, and a system for monitoring student progress.

Achievement is underscored by the basic principles underlying the School District of Philadelphia's approach to Schoolwide Projects. Efforts are facilitated by ongoing support from every office.

In a paper, "The Promise of Schoolwide Projects", Lytle, Davidoff, Pierson, Kemp, and Herron describe the Philadelphia School District's approach to schoolwide projects based on five principles:

"A whole school approach which supports student success in the daily program, provides special support for children who require it, and draws on effective schools research.

School-site management -- Chapter I funds are provided to each school as a block grant (averaging about $250,000-$300,000 or [$1000] per pupil). School staff and community determine how they wish to shape the program., attending, of course, to contractual agreements and program guidelines.

Concentration of resources--the school district commits funds from both Chapter I and operating budget beyond minimums.

Monitoring student progress--ongoing monitoring of individual student, class group, and school performance is central to program implementation. Particular attention is given to those students targeted for intensive services and those whose low achievement would qualify them for Chapter I services if they were attending a [traditional] Chapter I eligible school not designated as a schoolwide project. The emphasis is on prevention rather than remediation.

District-based support--the sub-district and central offices provide parent and staff training on an "as requested" basis, ongoing leadership team meetings for principals and key staff, and review and monitoring of school improvement plans. Support staff also function as coordinators and expeditors to insure that personnel, textbooks, materials and equipment are provided in a timely manner."

Based upon our experiences at Lingelbach, we have some concerns and recommendations for the future which include:
(1) Schools test in June for effective evaluation purposes. Therefore, it is not possible to receive nationally standardized test scores until August. Schools no longer eligible for funding as a result of the data received would suffer disastrously, if suddenly not eligible for Schoolwide Projects. All prior planning based on materials, budget, staffing supports would be cast aside. We urge you to consider "grandfathering" schools in that position for an additional year to facilitate a smooth and orderly transition of service delivery to children.

(2) It is essential to consider the reality of transient populations and provide a factor to recognize the significant difference between a school population that has a majority of core students for an entire school year or years as compared with an ever changing school population. Disparities in data can be attributed to children arriving from other sites only a day or two before testing. The largest total Lingelbach School population at any one time during the 89/90 school year was 363.

The total number of children admitted and dismissed was 621 for that same year.

On behalf of all schools with transient populations, please reexamine the use of national curve equivalent pre and post test scores. They do NOT constitute a relevant measure. Transient students are measured by a pre test in one school and a post test in another school with the possibility of attendance at several additional schools between the two tests. Please hold schools accountable for instruction actually provided at a site.

(3) It is essential that schools be held accountable for a variety of success indicators. A single measure cannot be a valid indicator. Parental involvement, teacher attitudes, community perceptions as well as report card grades, standardized test scores, average daily attendance and national curve equivalent (NCE) gains are relevant.

(4)It is essential to note that where school populations are in constant flux, mere maintenance of academic achievement levels is a gain. Progress obtained merits considerable more attention than numbers indicate.

(5) The recommendations of the Linggibach staff can be condensed into one sentance: Please continue to provide funding! Maintenance of our levels of success require the continuation of the same funding levels. New groups of children are appearing with greater needs than previous students. We are anxious to continue providing success for all newly admitted children.

It is not possible to provide the services to produce the gains that our students have made without Schoolwide Projects dollars. One first grade teacher asked to have everyone thanked for, "Giving us the opportunity to do what we felt was needed for our children to be successful." Thank you !

Mr. HAYES. Ms. Sharon Wallace-Free.

Ms. WALLACE-FREE. Good morning, Mr. Chairman and subcommittee members. I am truly honored to be here to testify in front of you this morning. I'm a little nervous, but I'm sure I'm be able to do this.

Mr. HAYES. Go right ahead.

Ms. WALLACE-FREE. My name is Sharon Wallace-Free and I am presently a teacher at Public School 41, located in Brooklyn, New York. I have been teaching there for approximately 10 years now, and I have been through watching the program come from a compensatory program to a remediation program, and now we're looking forward to the enrichment program.

Right now, our school receives approximately $280,000 in Chapter 1 funding. We use these monies for paraprofessionals, family workers, one teacher/trainer, and materials to be utilized by the students who have been dubbed Chapter 1 students.

We also, at 41, receive Chapter 1 funding through a program called Rewarding Success. This has been a great success in our school, because we have been able to renovate our school library, which was in great need. The children are now going in on a daily basis and are able to take out books and to read, and that's reinforcing what we're trying to do.

We also have a program called Project SAIL. This is a unique, nongraded program that was started at our school approximately four years ago, where children are working in age groups instead of grade levels. And with the Chapter 1 funds we have been able to do a lot of different things that otherwise we may not have been able to do in this program.

Right now there are a few problems that we're looking at and there are needs for improvement. In New York City, we function under guidelines that are set by Washington, DC, New York State, and then the New York City Board of Education. At times, these functions or these rules or regulations are not in consonance with each other, and that creates a problem.

We're told how we must utilize Chapter 1 funding, and who the students are that are eligible for this program. In a way, the child is being punished for his achievement, because once he reaches the minimal standards he is no longer accepted as a Chapter 1 student. We must look into maintaining their achievement once they have received this goal and not just drop them by the wayside. We need a schoolwide concept whereby all the pupils in our school can receive Chapter 1 services.

At our school, we are presently involved in school-based management/shared decision making. In this program, the teachers, along with the administrators, parents, and community-based organizations sit down and discuss the needs of our students. We decide exactly what is going to be done to educate the children. It is working very nicely because we are at the forefront. We work with the children every day in the classroom, as well as in the community.

I think that that's a way in which we can think of Chapter 1 money, whereas the money involved in Chapter 1, instead of designating to us what should be done with that money, if the teachers, along with the administrators and the other school workers, parents, are allowed to—"Here, you have x amount of dollars. How

are you going to service the children?" I think that we can better service the children at that point.

I also look at the shortcoming of ESEA Chapter 1 program as what I like to call "the factory approach." The children are the factory items. We put this money into the children and then periodically they are tested as to how they have achieved. I have watched a five-year-old student actually cry being tested at such an early age. The child was not ready for it.

I've also spoken to the teacher, who also expresses the same feeling. They, too, are dissatisfied with the testing process. I think what we need to do is to look at it as a long-term project. Instead of testing our little five-year-olds, maybe we can wait a year or two and test them. The monies that we are now putting into this testing process could be used for other things, such as personnel and materials.

Schoolwide projects is a new program that is being picked up in some of the schools in our district, and this program is working the same way as school-based management is working. The teachers are sitting down with the administrators and they are deciding what the formula is going to be for these Chapter 1 funds, how it's going to be spent and where the money is going to be used.

If we were able to sit down and make these types of decisions, I think that we would be in for a better program. Each school is an individual. Each program, each school, is run differently. The administrators, as well as the staff, have a lot to do with what goes on in the school. The people who best know what the needs are for children are those people.

On this silver anniversary—and I'm making it brief—on this silver anniversary of the Chapter 1 programs, I would like to thank you for the support that has been given to us. And I hope that you will listen to what I am saying, and take heed, warning, whatever, that we, in turn, will make a better program for all.

Thank you very kindly.

Mr. HAYES. Thank you very much, Ms. Free, but I must make this comment now. Your fear and nervousness was not reflected in your testimony.

[Laughter.]

Our final witness is a parent, I believe, Ms. Torrenegra. Will you proceed?

Ms. TORRENEGRA. Thank you. My name is Mariela Torrenegra. I am from Colombia, South America. I am a member of the National Coalition of Title I/Chapter 1 Parents, Treasurer of Waterbury Chapter 1 District, a member of Bilingual Program Parent Committee in Waterbury, and a Board of Education community worker for migrant programs.

During the last three years, I have been a member of Chapter 1, where I have enjoyed many experiences belonging to such a group that allows me get to know individuals who are concerned in education and development of children in areas such as reading, language, math, science, bilingual and preschool education.

This program has helped my children to continue learning in this country without interruption, with bilingual programs to learn English better, and to continue in regular English courses.

My son participated in the community school and helped some of the other students in math and science; he also helped them to learn about the school system of college and universities to think about higher education.

I have been able to learn about the educational system in the United States by assisting with Chapter 1 programs to provide instructions for parents and participating in all the workshops and instructions for the different parents.

I want to thank Hector Rillano, supervisor of Community School, and Gladys Wright, parent coordinator of Chapter 1 programs in Waterbury for taking such an interest in the program and the parent participation for a better education because I think when the parents participate in all the programs, together with the school, it is better for the increase in interest in the education for the kids. This good coordination is the key for a successful program.

I thank also the members of the Department of Education in Waterbury for sending my son's credentials by means of the Chapter 1 Student Brochure.

And thank you to the University of Connecticut for accepting my son in this institution and special recognition for all the teachers, director, and the counselors at Wilby High School in Waterbury, but especially Senator Thomas Upson, who aided my son very much in acquiring financial assistance. And thank you for all the people that participate and stay today here and testify. I'm sorry for my bad English.

Mr. HAYES. No, you don't have to apologize for your English. I understood you very well. You were very liberal with your thankyous, and you were brief, too.

Ms. TORRENEGRA. Thankyou.

Mr. HAYES. Chairman Hawkins.

Chairman HAWKINS. May I thank the panel. It's been most interesting and worthwhile to have had the testimony today.

Judith, I'd like to thank you again for your contribution you made to us when you were with the staff of the committee. You were a very unique person to us. You not only participated; you led the legislation, not only nationally but also at the state level. I think you can see the problems, and you gave us a wonderful experience.

I'd like to thank Ms. Baker for your generous remarks. It almost looks like a testimonial to the Chairman of the committee.

There's one thing—well, there are several things that disturbed me. We're facing serious cutbacks within the areas of programs about which you're talking. I don't look forward to what's going to happen because you have been so wonderful in testifying as to the success of the programs, and everyone said these nice things. Yet we face the possibility that this committee will be instructed to reduce some of these programs rather substantially in order to comply with the budget targets.

We tried to do whatever we could to get through, as those who know the programs at close range have testified. Judith, you said it very well when you indicated the number of prisoners in the State of Washington who are dropouts. And yet we have those who forget, and who try to reach that problem and it doesn't seem to be

getting through, that individuals other than those like yourself are aware of that.

Ms. Free, you spoke about many of the provisions in the School Improvement Act, of problems that are addressed in the School Improvement Act. Then again, we do have laws on the statute books, we do have mandates, we do have a strict—a very good School Improvement Act. In other words, we have reached some problems with, we think, constructive solutions.

And yet, when we do that, even though they're cost-effective, we then are faced with a problem, before this committee this week, of being instructed to cut back one program that pays for itself. And yet, somehow we don't seem to be getting through to the public.

I don't know what it is. Perhaps some of you can advise us what it is we can do. I'm leaving the Congress in December, because I think the job has to be done outside. As to the School Improvement Act; it is indeed a program that does need implementing. And it must be because the public itself is unaware of what is going on, and what will happen if on Friday, we vote to, in effect, freeze all spending or to cut back on spending for the next five years.

Do you know realize what that's going to mean to these programs? Perhaps some of you could tell us in your own words, if we do that, what will be the effect, in your opinion, on the children in your community or in the schools? I'd like to know, because I have given up on some of these characters doing the things that they're doing. And I don't know what else we can do short of doing something that's criminal.

[Laughter.]

Chairman HAWKINS. Some of you people can advise us just where are we now? And what do you think? In addition to giving you the programs that you can operate, what is it that we can give you to really address the lack of communication, apparently, between the public and the Members of the Congress?

Yes, Dr. Baker.

Dr. BAKER. I speak from a New York perspective. Thank you. You know, in New York we are troubled, right now, with our crime problem, as many cities are. And the mayor is struggling with, even today, in his report, as to how many policeman—cops—he's going to put on the street. And he's talking about not 5,000, but almost twice that many.

We have to convince people, the people who make the decision in Congress, that if programs like this are cut back, it's a ridiculous move, because we're going to have to pay out on the other end, as was just stated earlier today. So there will be no savings. I'm frightened to death because the children we are serving, and that we are keeping in school, are the children we are keeping off of crack and out of jails.

And if we don't have this money—and you heard me in my plea asking for more money, and now you're saying, you know, there's a possibility it will be even less—it will be a disaster and a disgrace to this nation, and it's one that I don't think we can afford to pay for.

Chairman HAWKINS. I think you indicated you had attended the United Nations conference on children?

Dr. BAKER. Yes, on Sunday, I did.

Chairman HAWKINS. Well, that's a case in point. It seems to me that problems were certainly disclosed about what is happening to children—our country participated in the comments.

Dr. BAKER. And signed, yes.

Chairman HAWKINS. Yet, we've made no commitment, whatsoever.

Dr. BAKER. Absolutely.

Chairman HAWKINS. Are we going to do anything? All the leaders of the Nation were speaking up. The amount of money that they spend warring with each other would do more than prevent some of the adverse conditions that effect children, and yet, nobody at the conference raised the issue. But what now are we going to do about it?

Dr. BAKER. Well, I think we've got to find some way, and it's going to take more than maybe just talking in quiet voices and trying to urge in an intelligent fashion, and you, certainly I know, have the support of everyone at this table, and you have the support of New York.

We have to find a strategy for preventing these cuts. They cannot be made. They just simply cannot do it. They are throwing our children in the streets. I don't have to tell you what that means.

Dr. BILLINGS. I would underscore, in talking about, Mr. Chairman, the need for communication with the public-at-large about what needs to be done, we've unfortunately been in a posture where we've been all too ready to criticize the educational system and indicate that we're simply—that that system is not doing its job, without recognizing that the educational system is us; that we, as communities as a citizenry, are not standing behind that attempt to educate with our time and our financial resources, that it is not going to be successful.

I think that any of us who hold public offices, where we have the ear of the press or of the public at all, we have to be absolutely unrelenting advocates for children. They can't advocate for themselves, and the children who are the most in need are the ones who come from families where, many times, the parents do not have the skills to be advocates for their own children.

I think, again, it comes back to if we begin to sound strident, if we begin to sound like broken records, I think we cannot be deterred by that fact. We simply have to be out there on the leading edge, making certain that our voices are heard and urging the public to be in contact with their congresspeople.

I can tell you that certainly between now and Friday, since it just happens that Speaker Foley is from the State of Washington, I will certainly be in contact with that office, talking with it very strongly about the need for adequate funding for education.

I think, also, we need to speak strongly to the business community. Somehow people tend to give them, many times, more credibility in terms of talking about investment, if you will, and there is no better investment than investment in children. If you do not make that investment, I don't think any of us want to think of what the consequences will be.

Dr. GILBERT. I share, and I'm sure all who are in the sound of my voice today agree, that success in school is our most important

business. Success of the millions of young people in the cities across this nation is inherently tied—the continued progress, and the continued success of these urban areas is inherently tied to the schools' ability to be successful in delivering high-quality educational services to kids.

We've got to be about the business in this nation of allowing those who represent us in Congress to know that fact. I often use in the speeches that I make around the city of Indianapolis, a story about my early days in St. Louis, where I lived in the ghetto, but didn't know it until I was 30 and looked back.

And I tell about a game I often played as a kid called Hide and Go Seek. And when I played that game, I did everything I could each time we played it to be the caller, because the caller was in charge of the game. And as you look at my career, you see I've liked, over the years, to be in charge of stuff. So I'd find a way to be the caller, and I'd find the biggest tree in the alley and I'd hide my head. And I'd say, "Last night, night before; 25 robbers at my door. I got up, let 'em in, hit 'em in the head with a rolling pin." Then I'd say, "All hear?" Then I'd finish the ditty by saying, "Ready or not, here I come."

And I admonish everybody I have an opportunity to talk to that ready or not, every youngster in the Indianapolis public schools, and in school systems across this nation, is going to eventually get to the twelfth grade and either be graduated or otherwise put out. And when that happens, those that are ready will go to college, or go to the service, or get a job, or do something that will be begin to prepare them to contribute to the society.

And I always remind everybody within earshot of my words, that those that are not ready will not starve. They will be a plague on this society as they find ways to survive, through criminal activities, through drugs, or through any other means that they can find to exist. So the success of these schools is critical if we're going to create a critical mass of kids who grow to adulthood and are able to compete academically and in the world of work. We've got to get that message out.

I join my colleague here in saying that we must mobilize the folks who are advocates for kids, and for what we've been doing for kids in Chapter 1 and other programs across this Nation, to contact our legislators from their districts all over the Nation this week, so that the message clearly gets to the folks who will vote on Friday that the constituents that they represent want these kinds of funds that mean the difference between this nation continuing to be a progressive, international leader or falling by the wayside to continue. Therefore, we can continue to make a difference in the lives of kids and in the history of this nation.

Ms. WALLACE-FREE. I would just like to add that we have to look at education and monies and budgets, as putting monies into our future. The children are our future. We're talking about someone taking your seat, Mr. Chairman. That someone may be—well, not now—but my son or my daughter, or one of my former students.

But if we start to cut the budget, if we put a freeze on the monies, that may not come to pass. They may learn more from the streets instead of in the school building where they should be

learning. So it's very important that we not cut, but we incorporate and put more time, energies and monies into these programs.

Ms. HIRSHMAN. Recently, in the spring of this year, the Philadelphia school district was going through a real crisis as to funding, and there were city council hearings. And it was a foregone conclusion before the vote that additional funds that were needed would go down in defeat. As everyone here probably knows by newspaper accounts, the city of Philadelphia is in dire financial stains at this point in time.

We have been very proactive in the city and most of the schools, in getting our community into the schools and in the case of Lingelbach, we've had our parents, our grandparents, and senior citizens into the schools.

Our senior citizens who were in Lingelbach, and have been coming in and helping in doing volunteering and being adopted grandparents for our youngsters, were very upset, because they saw what was going on in the schools, and appreciated what was happening and actively lobbied to have their taxes increased for the benefit of the schools.

And we were very pleased, back in the school district, that the funding measure did pass, and the amount of taxes that were—not quite requested, but additional taxes were then allocated for the Philadelphia schools. So, I really do think that, as school people ourselves, we need to bring people into the schools because too many do not know all of the wonderful things that are happening in our public schools.

Mr. HAYES. In closing, I certainly wish that it were possible that the 435 members of the House of Representatives, the 100 members of the Senate, as well as the President, could have heard your testimony and comments in response to our questions today. It is unfortunate that if they had the privilege to hear this testimony, I doubt whether it would have changed some of their minds, to be very honest with you.

I am concerned about what is going to happen to us in the next two weeks as the budget debate continues. Maybe we'll address the issue by Friday, Mr. Chairman, but there's still a lot of work to be done to get to the point where we're voting on the budget.

At least four of you have reached the level of doctorates—three of you—in the field of education. I can't help but ask you did you get any grants or any loans, any help from the Federal Government to reach that level where you are now? Did you?

Dr. BAKER. Yes.

Dr. BILLINGS. Yes.

Mr. HAYES. How about you, Dr. Shirl Gilbert?

Dr. GILBERT. Indeed, yes, yes.

Mr. HAYES. Well, can you imagine what's going to happen if we're in a position where money is cut instead of increased? And yet you've got people in this Congress, who are pursuing a course to legislate a bill that will give parental choice for people to decide who have needs to what school their kids go to.

And if they have their way, whatever Federal monies will be available, will go in the direction of that kid, instead of to that little kid who comes from the school, or who attends a school in my district, a single-parent student who don't eat after the third week

of the month until they go to school, as far as breakfast is concerned. And how is a kid who's undernourished or underfed going to learn? Yet we tend to want to spend our money in that direction.

I've got one final question of you, Dr. Shirl Gilbert. You mentioned in your remarks of dealing with legislative mandate sensitivity. You should have anticipated this question from me, given my background. You see there is a real need for House and Senate sensitivity to the effect some legislation has on the operation of every public school system, and to take action to exempt schools, where and when appropriate, from the provisions of said legislation.

One case in point, you say, is a negative effect of some provisions of the Fair Labor Standards Act have on schools' or school systems' ability to use the voluntary services of regular hourly employees to assist with such activities, afterschool clubs, athletics, et cetera, et cetera.

Are you suggesting that the Fair Labor Standards Act should be amended to give schools a right to have people work without—and exempted from the system being required to pay time-and-a-half after 40 hours? You know, is that what you're saying?

Dr. GILBERT. I'm saying exactly that. One of the things that has happened to public schools is that with the limited resources we have available to us, we aren't able to pay the regular hourly wage at time-and-a-half for afterschool and weekend activities of our staffs. And it has historically been the case that coaches, and cheerleader sponsors, and/or club sponsors have worked on a stipend that is much less than their regular salary, and have done so without concern.

The implementation of provisions of this particular piece of legislation have, in effect, cut out many of the afterschool activities, because not only does the legislation require that we pay time-and-a-half, but precludes that those individuals can work for free if they want to, if they're doing things that are similar to the things they do during the regular day.

And in many instances, teachers who sponsor afterschool tutorial sessions do exactly the same thing in the evening that they do in the day, except we hoped it would be more interesting, more innovative, more creative, more enjoyable for kids. And we find it impossible in Indianapolis—and my guess is it's true in many urban systems—to be able to pay teachers at time-and-a-half of their regular pay for that kind of work, when we have historically not been required to do that prior to the implementation of this provision of that law.

And I also want to share that I recall, as you probably do, that when that legislation was being compiled, much of the debate was whether or not schools should be exempt from that particular provision of the Act, and the ultimate decision was that it should not, I think to the detriment of public education in America.

Mr. HAYES. I don't want to get into a debate with you over the implementation of the Fair Labor Standards Act. You're looking at a person who benefited from the enactment of that law. I received a big wage increase that brought me up to 25 cents an hour when I was working in Cairo, Illinois. I just want you to know when you

talk about amendments, it never was intended to prevent people from voluntarily giving of their services.

Dr. GILBERT. But it has actually been implemented such that that is the case.

Mr. HAYES. I just want to be clear as to your position.

I want to say thank you to all of you. Your testimony has been beautiful and I just hope that you understand what our Chairman said. There's nothing wrong with putting a call in to your representative, and letting him or her know some of the feelings you've expressed here before this committee before you leave this Hill.

Thank you very much.

The hearing stands in adjournment.

[Whereupon, at 12:25 p.m., the committee was adjourned.]

[Additional material submitted for the record follows.]

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October 1, 1990

The Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
U.S. House of Representatives
B-346C Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

I regret that I cannot appear in person before the Subcommittee on Elementary, Secondary, and Vocational Education but I am pleased to be able to convey my best wishes and congratulations to you and the members of your Committee on the occasion of the silver anniversary of the Elementary and Secondary Education Act of 1965.

This event holds particular significance for me. As you know, for the entire length of my own service in the House of Representatives -- 22 years -- I was a member of the Committee on Education and Labor and I take continuing pride in having worked during those years in helping shape the policies of our national government in support of education and other areas of American life, including the Elementary and Secondary Education Act of 1965.

The passage of that historic legislation was the highlight of my early years in Congress. Within weeks of Lyndon Johnson's stunning victory in the 1964 election -- in which I was re-elected to my fourth term in Congress -- the President decided to make federal help to schools a central feature of his domestic program. I was an eager supporter of the President's plans, and helped the cause by arranging a series of behind-the-scenes dinners at which the key actors involved in the legislation, from both inside and outside Congress, could express their views candidly and begin to explore the parameters within which a bill would have to be crafted.

President Johnson delivered his education message calling for a new federal initiative in support of elementary and secondary education on January 12, 1965. On April 9 -- less than three months later -- Congress approved the Elementary and Secondary Education Act of 1965. Although it was President Johnson who

provided the initial thrust for this historical advance, it must be clear that without committed allies on the Hill his proposal would never have moved successfully through Congress.

ESEA launched a new era in federal aid to education. In one stroke the federal share of elementary and secondary education expenditures was doubled. Programs to aid the educationally disadvantaged, provide instructional materials, support innovative measures in schools, improve research and strengthen state education agencies were established by the new law. The financial fulcrum of the act was Title I, now Chapter 1, which provides federal funds to school districts with large numbers of low-income children.

Since its enactment, the Elementary and Secondary Education Act has channeled billions of federal dollars to states and local school districts for compensatory education. Currently the largest program of federal support for education, Chapter 1 continues to fulfill one of the fundamental commitments of those of us who served in Congress 25 years ago: to make education accessible to those otherwise likely to be excluded.

The anniversary of this landmark legislation is also a fitting time to recall and pay tribute to the contributions of the scores of lawmakers who have nurtured and enhanced the promise of the ESEA.

When President Johnson signed that first ESEA bill into law outside the former one-room schoolhouse at Stonewall, Texas, where he first attended classes, he said that the measure represented "a major new commitment of the Federal Government to quality and equality in the schooling we offer our younger people," and predicted that Members of Congress who had supported the legislation "will be remembered in history as men and women who began a new day of greatness in American society."

I can think of no better example of Lyndon Johnson's prescience than you, Mr. Chairman, who as a junior congressman on the Education and Labor Committee in the 89th Congress supported the ESEA and who, 23 years later, in the 100th Congress, presided as Committee Chairman over the passage of the major $8.3 billion reauthorization bill for all federal elementary, secondary and adult education programs. The Hawkins-Stafford Bill magnificently carries forward the aims of its forerunner of 1965 and serves as a fitting tribute to your leadership in the realm of education.

I join you, Mr. Chairman, and my other former colleagues in celebrating this important milestone in the life of the Elementary and Secondary Education Act and in confirming the wisdom of the judgements we made 25 years ago to expand the opportunities for education in the United States so that every child, in Lyndon Johnson's memorable phrase, could "get as much education as he or she could take."

Warmest regards,

John Brademas

John Brademas

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